AMERICAN CONSERVATION CORPS

HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER

OF THE

COMMITTEE ON ENERGY AND NATURAL RESOURCES UNITED STATES SENATE

NINETY-SEVENTH CONGRESS

SECOND SESSION

ON

S. 2061

A BILL TO PROVIDE FOR THE CONSERVATION, REHABILITATION, AND IMPROVEMENT OF NATURAL AND CULTURAL RESOURCES LOCATED ON PUBLIC AND INDIAN LANDS, AND FOR OTHER PURPOSES.

H.R. 4861

AN ACT TO ESTABLISH THE AMERICAN CONSERVATION CORPS, AND FOR OTHER PURPOSES

SEPTEMBER 22, 1982

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AMERICAN CONSERVATION CORPS

TUESDAY, SEPTEMBER 22, 1982

U.S. SENATE,
COMMITTEE ON ENERGY AND NATURAL RESOURCES,
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER,
Washington, D.C.

The subcommittee met, pursuant to notice, at 2 p.m., in room 3110, Dirksen Office Building, Hon. Malcolm Wallop, presiding.

Present: Senators Wallop, Warner, East, Jackson, and Melcher.

Also present: Gary Ellsworth, counsel; Tony Bevinetto, professional staff member; and Thomas B. Williams, professional staff member for the minority.

OPENING STATEMENT OF HON. MALCOLM WALLOP, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator **WALLOP**. Good afternoon. The Subcommittee on Public Lands and Reserved Water will hear testimony today on S. 2061, to provide for the conservation and improvement of natural and cultural resources located on public and Indian lands, and for other purposes; and H.R. 4861, to establish the American Conservation Corps, and for other purposes. Without objection I will place copies of both bills in the hearing record.

We have a jammed packed witness list today with at least 34 witnesses wishing to present testimony. I am sorry, but I will have to insist that witnesses summarize their testimony and speak no longer than 5 minutes each in order that those who have come a long distance may be heard as well as those who are within walking distance of the Capitol.

As I say, many have come a long distance to testify on this legislation. The complete written statement of each witness will be made a part of the record and the hearing record will remain open for 10 days.

Let me say at the outset that I very much support the concept of a conservation corps, but I share concerns expressed by many on this committee, and others, about H.R. 4861 as it passed the House. I would hope that the witnesses would address some specific areas of concern that I have. One is that the authorization for each fiscal year between 1983 and 1989 would be derived from the amounts otherwise credited to miscellaneous receipts in the treasury from all franchise and permit fees, leasing activities and timber sales in the Department of the Interior and the Department of Agriculture, except for revenues from onshore mineral leasing.

The amount of appropriations would be $50 million in fiscal year 1983, and $250 million annually in fiscal years 1984 through 1989 with a percentage increase added each year for reauthorization and unappropriated balances based on the percentage increase on the Consumer Price Index published by the Bureau of Labor Statistics.

Funding would require appropriations legislation and new budget authority, and would not be effective until after September 30, 1982.

It's my understanding that the administration objects to the funding provisions, and I know that several Members of the Senate will share those objections.

Second, the Secretary of the Interior would administer the program as contemplated in H.R. 4861. The Civilian Conservation Corps was an independent agency on call to the various departments, agencies, and bureaus.

I would hope we get a good discussion on the pros and cons of placing the program in an existing department and making it an independent agency.

Third, since H.R. 4861 is passed by the House it requires the Secretary to establish pay rates which are not to be less than the Federal minimum wage. The rate of pay for the crew leaders is to be comparable to the wages in effect for grades GS-3 to GS-7.

It would be my interest to see if a program based on volunteers such as Peace Corps and VISTA could work in a conservation effort. I hope witnesses can and will speak to these issues.

[The texts of the bills and Department reports follows:]

II

97TH CONGRESS
2D SESSION

S. 2061

To provide for the conservation, rehabilitation, and improvement of natural and cultural resources located on public and Indian lands, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 3 (legislative day, JANUARY 25), 1982

Mr. MOYNIHAN (for himself and Mr. MATHIAS) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

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A BILL

To provide for the conservation, rehabilitation, and improvement of natural and cultural resources located on public and Indian lands, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Public Lands Conservation, Rehabilitation, and Improvement Act of 1981".

CONGRESSIONAL FINDINGS AND PURPOSE

SEC. 2. (a) FINDINGS.—The Congress finds that—

(1) public lands and resources, including parks, rangelands, wildlife refuges, forests, water resources, fishery facilities, and historic and cultural sites, have become subject to increasing public use and resource production demands;

(2) the condition of many of these lands and resources has deteriorated as a result of these increasing uses and demands and as a result of the inability of Government agencies to adequately staff and fund the maintenance necessary to arrest the deterioration;

(3) public land management agencies have a responsibility to assure that public lands and resources are managed—

(A) to assure continued productivity,

(B) to protect public health and safety, and

(C) to assure their wise and economic conservation, maintenance, and use;

(4) a program designed to systematically guide and enhance the conservation, rehabilitation, and improvement of our public lands and resources is urgently needed; and

(5) youth conservation programs have proven highly successful and cost effective in assisting land management agencies at all levels of government to reduce the backlog of neglected public land conserva-

tion, rehabilitation and improvement projects and to carry out other public land resource management work.

(b) PURPOSE.—It is the purpose of this Act to—

(1) reduce the backlog of conservation, rehabilitation, and improvement work on the public lands and prevent the further deterioration of public lands and resources;

(2) establish a program to improve, restore, maintain, and conserve public lands and resources in the most cost-effective manner;

(3) use such program to assist State and local governments in carrying out needed public land and resource conservation, rehabilitation, and improvement projects;

(4) provide for implementation of the program in such manner as will foster conservation and the wise use of natural and cultural resources through the establishment of working relationships among the Federal, State, and local governments, Indian tribes, and other public and private organizations; and

(5) use this program to increase (by training and other means) employment opportunities for young men and women especially those who are economically, socially, physically, or educationally disadvantaged and who may not otherwise be productively employed.

DEFINITIONS

SEC. 3. For purposes of this Act:

(1) The term "Secretary" means the Secretary of the Interior, except where otherwise expressly provided.

(2) The terms "public lands" and "publicly owned lands" mean any lands and waters (or interest therein) owned or administered by the United States or by any agency or instrumentality of a State or local government.

(3) The term "program" means the public lands conservation, rehabilitation, and improvement program established under this Act.

(4) The term "program agency" means any Federal agency or instrumentality with responsibility for the management of any public or Indian lands, any State agency designated by the Governor to manage the program, the governing body of any Indian tribe, any nonprofit organization which has been in existence for at least five years and which is undertaking, or proposing to undertake, projects consistent with the purposes of this Act.

(5) The term "Indian tribe" means any Indian tribe, band, nation, or other group which is recognized as an Indian tribe by the Secretary. Such term also in-

cludes any Native village corporation, regional corporation, and Native group established pursuant to the Alaska Native Claims Settlement Act (43 U.S.C. 1701 et seq.).

(6) The term "Indian" means a person who is a member of an Indian tribe.

(7) The term "Indian lands" means any real property owned by an Indian tribe, any real property held in trust by the United States for individual Indians or Indian tribes, and any real property held by individual Indians or Indian tribes which is subject to restrictions on alienation imposed by the United States.

(8) The term "employment security service" means the agency in each of the several States with responsibility for the administration of unemployment and employment programs, and the oversight of local labor conditions.

(9) The term "chief administrator" means the head of any program agency as that term is defined in paragraph (4).

(10) The term "enrollee" means any individual enrolled in the program in accordance with section 5.

(11) The term "State" means any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands,

American Samoa, the Commonwealth of the Northern Mariana Islands, and the Trust Territories of the Pacific Islands.

PUBLIC LANDS CONSERVATION, REHABILITATION, AND IMPROVEMENT PROGRAM

SEC. 4. (a) ESTABLISHMENT AND ADMINISTRATION OF PROGRAM.—Not later than ninety days after the enactment of this Act, the Secretary, in cooperation with the Secretary of Agriculture, shall establish and administer a public lands conservation, rehabilitation, and improvement program to carry out the purposes of this Act. Under such program, the Secretary shall provide assistance to program agencies for the establishment and operation of residential and nonresidential conservation centers and for the implementation by such centers of projects designed to carry out such purposes.

(b) PROJECTS INCLUDED.—The program established under this section may include, but shall not be limited to, projects such as—

(1) forestry, nursery, and silvicultural operations;

(2) wildlife habitat conservation, rehabilitation, and improvement;

(3) rangeland conservation, rehabilitation, and improvement;

(4) recreational area development, maintenance, and improvement;

(5) urban revitalization;

(6) historical and cultural site preservation and maintenance;

(7) fish culture and habitat maintenance and improvement and other fishery assistance;

(8) road and trail maintenance and improvement;

(9) erosion, flood, drought, and storm damage assistance and control;

(10) stream, lake, and waterfront harbor and port improvement and pollution control;

(11) insect, disease, rodent, and fire prevention, and control;

(12) improvement of abandoned railroad bed and right-of-way;

(13) energy conservation projects and renewable resource enhancement;

(14) recovery of biomass from public lands, particularly forestlands; and

(15) reclamation and improvement of strip-mined lands.

(c) Preference for Certain Projects.—The program shall provide a preference for those projects which—

(1) will provide long-term benefits to the public;

(2) will provide meaningful work experience to the enrollee involved;

(3) will be labor intensive; and

(4) can be planned and initiated promptly.

(d) LIMITATION TO PUBLIC LANDS.—Projects to be carried out under the program shall be limited to projects on public lands or Indian lands except where—

(1) a project involving other lands will benefit associated public lands or Indian lands and such benefit is adequately documented; or

(2) a project involves other lands but either (A) significant public benefits are to be provided or (B) adequate arrangements are made to provide for appropriate reimbursement to the program agency of costs incurred by the agency in carrying out the project on nonpublic lands.

Notwithstanding any other provision of law, any reimbursement referred to in paragraph (2) shall be retained by the program agency and shall be used by the agency for purposes of carrying out other projects under the program.

(e) CONSISTENCY.—The Secretary and the chief administrators of other program agencies shall assure that projects selected under this Act for conservation, rehabilitation, or improvement of any public lands are consistent with the provisons of law relating to the management and administration of such lands and with all other applicable provisions of law.

(f) CONSERVATION CENTERS.—(1) Each program agency may apply to the Secretary for approval of conservation centers to carry out projects under this Act.

(2) Applications for approval of conservation centers shall be submitted to the Secretary in such manner as the Secretary may prescribe. Each application shall contain, in such detail as the Secretary deems necessary—

(A) a comprehensive description of the objectives and performance goals for the conservation center and a description of the types of projects to be carried out;

(B) a description of the facilities and equipment to be available for use in the center;

(C) an estimate of the number of enrollees and crew leaders necessary for the proposed projects, the length of time for which the services of such personnel will be required, and the services which will be required for their support;

(D) a plan for managing the conservation center, supplying the necessary equipment and material, and administering the payroll; and

(E) such other information as the Secretary shall prescribe.

(3) In approving conservation centers, the Secretary shall give due consideration to the cost and means of transportation available between the center and the homes of the enrollees who may be assigned to those centers. The location and type of conservation centers shall be selected in such manner as will increase the enrollment of economically, socially, physically, and educationally disadvantaged youths and of youths from areas of high unemployment.

(g) AGREEMENTS.—Program agencies may enter into contracts and other appropriate arrangements with local government agencies and nonprofit organizations for the management of conservation centers under the program.

ENROLLMENT, FUNDING, AND MANAGEMENT

SEC. 5. (a) ENROLLMENT IN PROGRAM.—(1) Enrollment in the program shall be limited to individuals who, at the time of enrollment, are—

(A) unemployed;

(B) not less than sixteen or more than twenty-five years of age (except that programs limited to the months of June, July, and August may include individuals not less than fifteen years and not more than 21 years of age at the time of their enrollment); and

(C) citizens or lawful permanent residents of the United States or lawfully admitted alien parolees or refugees.

(2) Except in the case of a program limited to the months of June, July, and August, individuals who at the time of applying for enrollment have attained age sixteen but not attained age nineteen, and who are no longer enrolled in any secondary school shall not be enrolled in the program unless they give adequate written assurances, under criteria to be established by the Secretary, that they did not leave school for the express purpose of enrolling.

(3) The selection of enrollees to serve in any conservation center carrying out projects on any public lands shall be the responsibility of the chief administrator of the program agency. Enrollees shall be selected from those qualified persons who have—

(A) applied to, or been recruited by, the program agency, a State employment security service, community or community-based nonprofit organization, the sponsor of an Indian program, or the sponsor of a migrant or seasonal farmworker program; and

(B) screened for eligibility and referred to the program agency by the State employment security service.

(4) In the selection of enrollees in the program, preference shall be given to both—

(A) economically, socially, physically, and educationally disadvantaged youths, and

(B) youths residing in areas, both rural and urban, which have substantial unemployment.

(5)(A) Except for a program limited to the months of June, July, and August, any qualified individual selected for enrollment in the program may be enrolled for a period not to exceed twenty-four months. When the term of enrollment does not consist of one continuous twenty-four-month term, the total of shorter terms may not exceed twenty-four months.

(B) No individual may remain enrolled in the program after that individual has attained the age of twenty-six.

(b) SERVICES, FACILITIES, SUPPLIES, ET CETERA.—The program agency shall provide such quarters, board, medical care, transportation, and other services, facilities, supplies, and equipment as the Secretary deems necessary for conservation centers. Whenever possible, the Secretary shall make arrangements with the Secretary of Defense to have such logistical support provided by a military installation near the proposed center, including the provision of temporary tent centers where needed.

(c) CONSERVATION CENTER MANAGEMENT.—Every conservation center shall have supervisory staff appointed by the chief administrator, including enrollees who have displayed exceptional leadership qualities.

(d) FUNDING.—(1) The Secretary may award grants to, or enter into agreements with, program agencies for the funding and operation of conservation centers approved by the Secretary under this Act.

(2) The Secretary shall not make any grant to, or enter into any agreement with, any program agency for the funding of any conservation center under this Act unless such agency certifies that the conservation center will not—

(A) result in the displacement of individuals currently employed by the land managing agency concerned (including partial displacement through reduction of nonovertime hours, wages, or employment benefits);

(B) result in the employment of any individual when any other person is in a layoff status from the same or substantially equivalent job within the jurisdiction of the program agency concerned; or

(C) impair existing contracts for services.

(3) Not less than 40 per centum of the sums appropriated to carry out this Act for any fiscal year shall be dispersed or expended by the Secretary to State program agencies; 10 per centum of such amount disbursed to such State agencies shall be divided equally among participating States and 90 per centum of such amount shall be distributed among the States proportionately according to the total youth popu-

lation of the States between the ages of fifteen and twenty-five (as determined on the basis of the most recent census). Not less than 25 per centum of such sums appropriated for any fiscal year shall be disbursed by the Secretary pursuant to agreements with the Secretary of Agriculture.

(4) Payments under grants under this section may be made in advance or by way of reimbursement and at such intervals and on such conditions as the Secretary finds necessary.

(5) There is authorized to be appropriated to the Secretary for each of the fiscal years 1983 through 1989 for purposes of carrying out this Act an amount equal to not more than per centum of the sum of so much of the following amounts as would otherwise be credited to miscellaneous receipts in the Treasury—

(A) all franchise fees estimated to be collected for the fiscal year concerned by the Secretary and Secretary of Agriculture; and

(B) all receipts estimated to be due and payable to the United States for the fiscal year concerned from (i) permit fees (including fees for special use permits) imposed by the Secretary or the Secretary of Agriculture, (ii) sales of timber by the Secretary or the Secretary of Agriculture, and (iii) leasing activities of the Secretary and the Secretary of Agriculture.

Such sums shall remain available until expended.

(6) No authority under this Act to enter into contracts or to make payments shall be effective except to the extent and in such amounts as provided in advance in appropriations Acts. Any provision of this Act which, directly or indirectly, authorizes the enactment of new budget authority shall be effective only for fiscal years beginning after September 30, 1982.

FEDERAL EMPLOYEE STATUS

SEC. 6. (a) IN GENERAL.—Except as otherwise specifically provided in the following paragraphs, enrollees and crew leaders shall not be deemed Federal employees and shall not be subject to the provisions of law relating to Federal employment:

(1) For purposes of the Internal Revenue Code of 1954 and title II of the Social Security Act, enrollees and crew leaders shall be deemed employees of the United States and any service performed by any person as an enrollee shall be deemed to be performed in the employ of the United States.

(2) For purposes of subchapter I of chapter 81 of title 5, United States Code, relating to the compensation of Federal employees for work injuries, enrollees and crew leaders shall be deemed civil employees of the United States within the meaning of the term "em-

ployee" as defined in section 8101 of title 5, United States Code, and the provisions of that subchapter shall apply, except—

(A) the term "performance of duty" shall not include any act of an enrollee member or crew leader while absent from his or her assigned post of duty, except while participating in an activity (including an activity while on pass or during travel to or from such post of duty); and

(B) compensation for disability shall not begin to accrue until the day following the date on which the injured enrollee's or crew leader's employment is terminated.

(3) For purposes of chapter 171 of title 28, United States Code, relating to tort claims procedure, enrollees and crew leaders shall be deemed employees of the United States within the meaning of the term "employee of the Government" as defined in section 2671 of title 28, United States Code.

(4) For purposes of section 5911 of title 5, United States Code, relating to allowances for quarters, enrollees and crew leaders shall be deemed employees of the United States within the meaning of the term "employee" as defined in that section.

(b) AMENDMENT OF TITLE 5.—Section 8332(b) of title 5, United States Code, is amended—

(1) by striking out "and" at the end of paragraph (8);

(2) by striking out the period at the end of paragraph (9) and inserting in lieu thereof "; and"; and

(3) by adding after paragraph (9) the following new paragraph:

"(10) service as an enrollee in the public lands conservation, rehabilitation, and improvement program only if the enrollee later becomes subject to this subchapter.".

SPECIAL RESPONSIBILITIES OF THE SECRETARY

SEC. 7. (a) PAY.—The Secretary shall establish standards for—

(1) rates of pay for enrollees which shall be not less than the wage required by section 6(a)(1) of the Fair Labor Standards Act of 1938 (29 U.S.C. 206(a)(1));

(2) rates of pay for crew leaders which shall be at a wage comparable to the compensation in effect for grades GS-3 to GS-7; and

(3) reasonable hours and conditions of employment.

(b) COORDINATION.—The Secretary and the chief administrators of other program agencies carrying out programs under this Act shall coordinate the programs with related Federal, State, local, and private activities.

(c) MILITARY EXEMPTION STUDY.—The Secretary, in consultation with the Secretary of Defense, shall conduct a study to determine the feasibility and desirability of allowing enrollees who have completed a two-year enrollment in the program to be exempt from training and service under the Military Selective Service Act (50 U.S.C. App. 456). A report containing the results of the study shall be submitted to Congress not later than one year after the enactment of this Act.

EDUCATION, GUIDANCE, AND PLACEMENT

SEC. 8. (a) ACADEMIC CREDIT.—Whenever possible, the Secretary shall make arrangements for the award of academic credit by educational institutions and agencies to enrollees for competencies developed from work experience under this Act.

(b) STUDY.—Program agencies may provide educational materials and services for enrollees and may enter into arrangements with academic institutions for academic study by enrollees during nonworking hours to upgrade literacy skills, obtain equivalancy diplomas or college degrees, or enhance employable skills.

(c) CERTIFICATION.—The program agencies shall provide certification of the skills acquired by enrollees who have participated in the program.

(d) GUIDANCE AND PLACEMENT.—The program agency shall provide such job guidance and placement information and assistance for enrollees as may be necessary. Such assistance shall be provided in coordination with appropriate State, local, and private agencies and organizations.

ANNUAL REPORT

SEC. 9. The Secretary shall prepare and submit to the President and to the Congress at least once each year a report detailing the activities carried out under this Act. Such report shall be submitted not later than March 1 of each year following the date of enactment of this Act. The Secretary shall include in such report such recommendations as he considers appropriate.

II

97TH CONGRESS
2D SESSION

H. R. 4861

IN THE SENATE OF THE UNITED STATES

JUNE 14 (legislative day, JUNE 8), 1982

Received; read twice and referred to the Committee on Energy and Natural Resources

AN ACT

To establish the American Conservation Corps, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "American Conservation Corps Act of 1982".

CONGRESSIONAL FINDINGS AND PURPOSE

SEC. 2. (a) FINDINGS.—The Congress finds that—

(1) public lands, resources, and facilities, including parks, rangelands, wildlife refuges, forests, water resources, fishery facilities, historic and cultural sites, and urban and community resources, have become sub-

ject to increasing public use and resource production demands;

(2) the condition of many of these lands, resources, and facilities has deteriorated as a result of these increasing uses and demands and as a result of the inability of Government agencies to adequately staff and fund the maintenance necessary to arrest the deterioration;

(3) public land management agencies have a responsibility to assure that public lands and resources are managed—

(A) to assure continued productivity,

(B) to protect public health and safety, and

(C) to assure their wise and economic conservation, maintenance, and use;

(4) a program designed to systematically guide and enhance the conservation, rehabilitation, and improvement of our public lands, resources, and facilities is urgently needed; and

(5) youth conservation programs have proven highly successful and cost effective in providing training and jobs for unemployed youth and in assisting land management agencies at all levels of government to reduce the backlog of neglected public land conser-

vation, rehabilitation and improvement projects and to carry out other public land resource management work.

(b) PURPOSE.—It is the purpose of this Act to—

(1) reduce the backlog of conservation, rehabilitation, and improvement work on the public lands, prevent the further deterioration of public lands and resources and facilities, conserve energy and restore and maintain community lands, resources, and facilities;

(2) establish an American Conservation Corps to carry out a program to improve, restore, maintain, and conserve public lands and resources in the most cost-effective manner;

(3) use such program to assist State and local governments in carrying out needed public land and resource conservation, rehabilitation, and improvement projects;

(4) provide for implementation of the program in such manner as will foster conservation and the wise use of natural and cultural resources through the establishment of working relationships among the Federal, State, and local governments, Indian tribes, and other public and private organizations; and

(5) use this program to increase (by training and other means) employment opportunities for young men and women especially those who are economically, so-

cially, physically, or educationally disadvantaged and who may not otherwise be productively employed.

DEFINITIONS

SEC. 3. For purposes of this Act:

(1) The term "Secretary" means the Secretary of the Interior, except where otherwise expressly provided.

(2) The terms "public lands" and "publicly owned lands" mean any lands and waters (or interest therein) owned or administered by the United States or by any agency or instrumentality of a State or local government.

(3) The term "program" means the public lands conservation, rehabilitation, and improvement program established under this Act.

(4) The term "program agency" means any Federal agency or instrumentality with responsibility for the management of any public or Indian lands, any State agency designated by the Governor to manage the program in that State, and the governing body of any Indian tribe.

(5) The term "Indian tribe" means any Indian tribe, band, nation, or other group which is recognized as an Indian tribe by the Secretary. Such term also includes any Native village corporation, regional corpora-

tion, and Native group established pursuant to the Alaska Native Claims Settlement Act (43 U.S.C. 1701 et seq.).

(6) The term "Indian" means a person who is a member of an Indian tribe.

(7) The term "Indian lands" means any real property owned by an Indian tribe, any real property held in trust by the United States for individual Indians or Indian tribes, and any real property held by individual Indians or Indian tribes which is subject to restrictions on alienation imposed by the United States.

(8) The term "employment security service" means the agency in each of the several States with responsibility for the administration of unemployment and employment programs, and the oversight of local labor conditions.

(9) The term "chief administrator" means the head of any program agency as that term is defined in paragraph (4).

(10) The term "enrollee" means any individual enrolled in the American Conservation Corps in accordance with section 5.

(11) The term "State" means any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, the Virgin Islands,

American Samoa, the Commonwealth of the Northern Mariana Islands, and the Trust Territories of the Pacific Islands.

PUBLIC LANDS CONSERVATION, REHABILITATION, AND IMPROVEMENT PROGRAM

SEC. 4. (a) ESTABLISHMENT AND ADMINISTRATION OF PROGRAM.—Not later than ninety days after the enactment of this Act, the Secretary, in cooperation with the Secretary of Agriculture and after consultation with the Secretary of Labor, shall establish and administer a public lands conservation, rehabilitation, and improvement program to carry out the purposes of this Act. Under such program, the Secretary shall provide assistance to program agencies for the establishment and operation of residential and nonresidential American Conservation Corps centers and for the implementation by the American Conservation Corps of projects designed to carry out such purposes.

(b) PROJECTS INCLUDED.—The program established under this section may include, but shall not be limited to, projects such as—

(1) forestry, nursery, and silvicultural operations;

(2) wildlife habitat conservation, rehabilitation, and improvement;

(3) rangeland conservation, rehabilitation, and improvement;

(4) recreational area development, maintenance, and improvement;

(5) urban revitalization;

(6) historical and cultural site preservation and maintenance;

(7) fish culture and habitat maintenance and improvement and other fishery assistance;

(8) road and trail maintenance and improvement;

(9) erosion, flood, drought, and storm damage assistance and control;

(10) stream, lake, and waterfront harbor and port improvement, and pollution control;

(11) insect, disease, rodent, and fire prevention, and control;

(12) improvement of abandoned railroad bed and right-of-way;

(13) energy conservation projects and renewable resource enhancement;

(14) recovery of biomass from public lands, particularly forestlands; and

(15) reclamation and improvement of strip-mined lands.

(c) Preference for Certain Projects.—The program shall provide a preference for those projects which—

(1) will provide long-term benefits to the public;

(2) will provide meaningful work experience to the enrollee involved;

(3) will be labor intensive; and

(4) can be planned and initiated promptly.

(d) LIMITATION TO PUBLIC LANDS.—Projects to be carried out under the program shall be limited to projects on public lands or Indian lands except where a project involving other lands will provide a documented public benefit and reimbursement will be provided to the program agency for that portion of the total costs of the program which does not provide a public benefit. Notwithstanding any other provision of law, any reimbursement referred to in the preceding sentence shall be retained by the program agency and shall be used by the agency for purposes of carrying out other projects under the program.

(e) CONSISTENCY.—The Secretary and the chief administrators of other program agencies shall assure that projects selected under this Act for conservation, rehabilitation, or improvement of any public lands are consistent with the provisions of law relating to the management and administration of such lands and with all other applicable provisions of law.

(f) CONSERVATION CENTERS.—(1) Each program agency may apply to the Secretary for approval of conservation centers to carry out projects under this Act.

(2) Applications for approval of conservation centers shall be submitted to the Secretary in such manner as the Secretary may prescribe. Each application shall contain, in such detail as the Secretary deems necessary—

(A) a comprehensive description of the objectives and performance goals for the conservation center and a description of the types of projects to be carried out, including a description of the types and duration of training (including work experience) to be provided;

(B) a description of the facilities and equipment to be available for use in the center;

(C) an estimate of the number of enrollees and crew leaders necessary for the proposed projects, the length of time for which the services of such personnel will be required, and the services which will be required for their support;

(D) a plan for managing the conservation center, supplying the necessary equipment and material, and administering the payroll; and

(E) such other information as the Secretary shall prescribe.

(3) In approving conservation centers, the Secretary shall give due consideration to the cost and means of transportation available between the center and the homes of the enrollees who may be assigned to those centers. The location

and type of conservation centers shall be selected in such manner as will increase the enrollment of economically, socially, physically, and educationally disadvantaged youths, and of youths from areas of high unemployment.

(g) LOCAL GOVERNMENT PARTICIPATION.—Any State carrying out a program under this Act shall provide a mechanism under which local governments in the State may be approved by the State to participate in the program and to carry out projects in accordance with the requirements of this Act.

(h) AGREEMENTS.—Program agencies may enter into contracts and other appropriate arrangements with local government agencies and nonprofit organizations for the management of conservation centers under the program.

(i) JOINT PROJECTS.—The Secretary is authorized to develop jointly with the Secretary of Labor regulations designed to allow, where appropriate, joint projects in which activities supported by funds authorized under this Act are coordinated with activities supported by funds authorized under employment and training statutes administered by the Department of Labor (including the Comprehensive Employment and Training Act and any successor statutes). Such regulations shall provide standards for approval of joint projects which meet both the purposes of this Act and the purposes of such employment and training statutes under which funds are available to support the activities proposed for approval. Such regulations shall also establish a single mechanism for approval of joint projects developed at the State or local level.

ENROLLMENT, FUNDING, AND MANAGEMENT

SEC. 5. (a) ENROLLMENT IN PROGRAM.—(1) Enrollment in the American Conservation Corps shall be limited to individuals who, at the time of enrollment, are—

(A) unemployed;

(B) not less than sixteen or more than twenty-five years of age (except that programs limited to the months of June, July, and August may include individuals not less than fifteen years and not more than twenty-one years of age at the time of their enrollment); and

(C) citizens or lawful permanent residents of the United States or lawfully admitted alien parolees or refugees.

(2) Except in the case of a program limited to the months of June, July, and August, individuals who at the time of applying for enrollment have attained age sixteen but not attained age nineteen, and who are no longer enrolled in any secondary school shall not be enrolled unless they give adequate written assurances, under criteria to be established

by the Secretary, that they did not leave school for the express purpose of enrolling.

(3) The selection of enrollees to serve in the American Conservation Corps in any conservation center shall be the responsibility of the chief administrator of the program agency. Enrollees shall be selected from those qualified persons who have—

(A) applied to, or been recruited by, the program agency, a State employment security service, a prime sponsor under the Comprehensive Employment and Training Act (or comparable entity under any successor statutes), community or community-based nonprofit organization, the sponsor of an Indian program, or the sponsor of a migrant or seasonal farmworker program; and

(B) been screened for eligibility and referred to the program agency by the State employment security service.

(4) In the recruitment and selection of enrollees, special consideration shall be given to both—

(A) economically, socially, physically, and educationally disadvantaged youths, and

(B) youths residing in areas, both rural and urban, which have substantial unemployment.

(5)(A) Except for a program limited to the months of June, July, and August, any qualified individual selected for enrollment may be enrolled for a period not to exceed twenty-four months. When the term of enrollment does not consist of one continuous twenty-four-month term, the total of shorter terms may not exceed twenty-four months.

(B) No individual may remain enrolled in the American Conservation Corps after that individual has attained the age of twenty-six.

(b) SERVICES, FACILITIES, SUPPLIES, ET CETERA.—The program agency shall provide such quarters, board, medical care, transportation, and other services, facilities, supplies, and equipment as the Secretary deems necessary for conservation centers. Whenever possible, the Secretary shall make arrangements with the Secretary of Defense to have such logistical support provided by a military installation near the proposed center, including the provision of temporary tent centers where needed. The Secretary shall establish basic standards of health, nutrition, sanitation, and safety for all conservation centers, and shall assure that such standards are enforced.

(c) CONSERVATION CENTER MANAGEMENT.—Every conservation center shall have sufficient supervisory staff appointed by the chief administrator which may include enrollees who have displayed exceptional leadership qualities.

(d) FUNDING.—(1) The Secretary may award grants to, or enter into agreements with, program agencies for the funding and operation of conservation centers approved by the Secretary under this Act.

(2) The Secretary shall not make any grant to, or enter into any agreement with any program agency for the funding of any conservation center under this Act unless such agency certifies that projects carried out by the conservation center will not—

(A) result in the displacement of individuals currently employed by the program agency concerned (including partial displacement through reduction of nonovertime hours, wages, or employment benefits);

(B) result in the employment of any individual when any other person is in a layoff status from the same or substantially equivalent job within the jurisdiction of the program agency concerned; or

(C) impair existing contracts for services.

(3) Of the sums appropriated to carry out this Act for any fiscal year—

(A) not less than 35 per centum shall be made available by the Secretary for expenditure by State program agencies;

(B) not less than 25 per centum shall be made available by the Secretary for expenditure pursuant to agreements with the Secretary of Agriculture;

(C) not less than 25 per centum shall be made available by the Secretary for expenditure by program agencies within the Department of the Interior;

(D) not less than 5 per centum shall be made available by the Secretary for expenditure by the governing bodies of participating Indian tribes; and

(E) the remaining amount shall be made available by the Secretary for expenditure by other Federal program agencies and for demonstration projects or projects of special merit carried out by any program agency or by any nonprofit organization or local government which is undertaking or proposing to undertake projects consistent with the purposes of this Act.

10 per centum of the amount disbursed to State agencies under subparagraph (A) (or to local governments within the State where paragraph (4) applies) shall be divided equally among the States and 90 per centum of such amount shall be distributed among such States proportionately according to the total youth population of such States between the ages of fifteen and twenty-five (as determined on the basis of the most recent census). Any State receiving funds under subparagraph (A) for the operation of any conservation center shall

be required to provide not less than 15 per centum of the cost of operation of such center. Any State receiving funds under subparagraph (A) for any fiscal year shall provide not less than 10 per centum of such funds to local governments approved by the State under section 4(g) to carry out projects under this Act unless no such local government in that State is approved before the end of such fiscal year. In any case where no such local government is approved before the end of such fiscal year, such 10 per centum may be expended by the State in accordance with this Act.

(4) If, at the commencement of any fiscal year, any State does not have a program agency designated by the Governor to manage the program in that State, then during such fiscal year each local government within such State may establish a program agency to carry out the program within the political subdivision which is under the jurisdiction of such local government. In any such case, the State share (or a reasonable portion thereof) for such State may be made available by the Secretary for expenditure by such local government program agencies to carry out the program within such political subdivisions. Such local government program agencies shall be in all respects subject to the same requirements as State program agencies. Where more than one local government within a State has established a program agency

under this subsection, the Secretary shall allocate funds between such agencies in such manner as he deems equitable.

(5) Payments under grants under this section may be made in advance or by way of reimbursement and at such intervals and on such conditions as the Secretary finds necessary.

(6)(A) There is authorized to be appropriated to the Secretary for purposes of carrying out this Act $50,000,000 for the fiscal year 1983, and the amount determined under subparagraph (B) for each of the fiscal years 1984 through 1989 from so much of the following amounts as would otherwise be credited to miscellaneous receipts in the Treasury—

(i) all franchise fees estimated to be collected for the fiscal year concerned by the Secretary and Secretary of Agriculture; and

(ii) all receipts estimated to be due and payable to the United States for the fiscal year concerned from (I) permit fees (including fees for special use permits) imposed by the Secretary or the Secretary of Agriculture, (II) sales of timber by the Secretary or the Secretary of Agriculture, and (III) leasing activities of the Secretary and the Secretary of Agriculture other than leasing activities under the Mineral Leasing Act of 1920 (30 U.S.C. 181 et seq.) or under the Mineral Leasing Act for Acquired Lands (30 U.S.C. 351 et seq.).

Such sums shall remain available until expended. Appropriations under this section shall be made without fiscal year limitation.

(B) The amount authorized to be appropriated under subparagraph (A) for each of the fiscal years 1984 through 1989 shall be $250,000,000 plus a percentage increase for each fiscal year based upon the percentage increase in the Consumer Price Index published by the Bureau of Labor Statistics. The increase for each such fiscal year shall be a percentage of $250,000,000 (plus unappropriated balances). Such percentage for any fiscal year shall be equal to the percentage increase of—

(i) the Consumer Price Index for the last calendar year ending prior to such fiscal year, over

(ii) the Consumer Price Index for the calendar year 1982.

(7) No authority under this Act to enter into contracts or to make payments shall be effective except to the extent and in such amounts as provided in advance in appropriations Acts. Any provision of this Act which, directly or indirectly, authorizes the enactment of new budget authority shall be effective only for fiscal years beginning after September 30, 1982.

FEDERAL EMPLOYEE STATUS

SEC. 6. (a) IN GENERAL.—Except as otherwise specifically provided in the following paragraphs, enrollees and crew leaders shall not be deemed Federal employees and shall not be subject to the provisions of law relating to Federal employment:

(1) For purposes of the Internal Revenue Code of 1954 and title II of the Social Security Act, enrollees and crew leaders shall be deemed employees of the United States and any service performed by any person as an enrollee shall be deemed to be performed in the employ of the United States.

(2) For purposes of subchapter I of chapter 81 of title 5, United States Code, relating to the compensation of Federal employees for work injuries, enrollees and crew leaders shall be deemed civil employees of the United States within the meaning of the term "employee" as defined in section 8101 of title 5, United States Code, and the provisions of that subchapter shall apply, except—

(A) the term "performance of duty" shall not include any act of an enrollee member or crew leader while absent from his or her assigned post of duty, except while participating in an activity authorized by or under the direction and supervision of the Secretary or the conservation center supervisory staff (including an activity while on pass or during travel to or from such post of duty); and

(B) compensation for disability shall not begin to accrue until the day following the date on which the injured enrollee's or crew leader's employment is terminated.

(3) For purposes of chapter 171 of title 28, United States Code, relating to tort claims procedure, enrollees and crew leaders shall be deemed employees of the United States within the meaning of the term "employee of the Government" as defined in section 2671 of title 28, United States Code.

(4) For purposes of section 5911 of title 5, United States Code, relating to allowances for quarters, enrollees and crew leaders shall be deemed employees of the United States within the meaning of the term "employee" as defined in that section.

(b) Amendment of Title 5.—Section 8332(b) of title 5, United States Code, is amended—

(1) by striking out "and" at the end of paragraph (11);

(2) by striking out the period at the end of paragraph (12) and inserting in lieu thereof "; and"; and

(3) by adding after paragraph (12) the following new paragraph:

"(13) service as an enrollee or crew leader only if the enrollee or crew leader in the American Conservation Corps later becomes subject to this subchapter.".

USE OF VOLUNTEERS

SEC. 7. (a) Where any program agency has authority to use volunteer services in carrying out functions of the agency, such agency may use volunteer services for purposes of assisting projects related to conservation centers established under this Act and may expend funds made available for those purposes to the agency, including funds made available under this Act, to provide for services or costs incidental to the utilization of such volunteers, including transportation, supplies, lodging, subsistence, recruiting, training, and supervision.

(b)(1) The Secretary may recruit, without regard to the civil service classification laws, rules or regulations, the services of individuals contributed without compensation as volunteers for aiding or in facilitating the activities administered by the Secretary through the Bureau of Land Management.

(2) In accepting such services, the Secretary—

(A) shall not permit the use of volunteers in hazardous duty or law enforcement work, or in policymaking processes or to displace any employee; and

(B) may provide for services or costs incidental to the utilization of volunteers, including transportation, supplies, lodging, subsistence, recruiting, training, and supervision.

(3) Volunteers under this subsection shall not be deemed employees of the United States except for the purposes of the tort claims provisions of title 28, United States Code, and subchapter I of chapter 81 of title 5, United States Code, relating to compensation for work injuries.

SPECIAL RESPONSIBILITIES OF THE SECRETARY

SEC. 8. (a) PAY.—The Secretary shall establish standards for—

(1) rates of pay for enrollees which shall be not less than the wage required by section 6(a)(1) of the Fair Labor Standards Act of 1938 (29 U.S.C. 206(a)(1));

(2) rates of pay for crew leaders which shall be at a wage comparable to the compensation in effect for grades GS-3 to GS-7; and

(3) reasonable hours and conditions of employment.

(b) COORDINATION.—The Secretary and the chief administrators of other program agencies carrying out programs under this Act shall coordinate the programs with related Federal, State, local, and private activities.

(c) MILITARY EXEMPTION STUDY.—The Secretary, in consultation with the Secretary of Defense, shall conduct a study to determine the feasibility and desirability of allowing enrollees who have completed a two-year enrollment in the program to be exempt from training and service under the Military Selective Service Act (50 U.S.C. App. 456). A report containing the results of the study shall be submitted to Congress not later than one year after the enactment of this Act.

EDUCATION, GUIDANCE, AND PLACEMENT

SEC. 9. (a) ACADEMIC CREDIT.—Whenever possible, the Secretary shall make arrangements for the award of academic credit by educational institutions and agencies to enrollees for competencies developed from work experience under this Act.

(b) STUDY.—Program agencies may provide training and educational materials and services for enrollees and may enter into arrangements with academic institutions for academic study by enrollees during nonworking hours to upgrade literacy skills, obtain equivalency diplomas or college degrees, or enhance employable skills. Whenever possible, an enrollee seeking study or training not provided at his or her conservation center shall be offered assignment to a conservation center providing such study or training.

(c) CERTIFICATION.—The program agencies shall provide certification of the training skills acquired by enrollees who have participated in the program.

(d) GUIDANCE AND PLACEMENT.—The program agency shall provide such job guidance and placement information and assistance for enrollees as may be necessary. Such assistance shall be provided in coordination with appropriate State, local, and private agencies and organizations.

EVALUATION AND PILOT PROJECTS

SEC. 10. (a) RESEARCH AND EVALUATION.—The Secretary shall provide for research and evaluation to—

(1) determine costs and benefits, tangible and otherwise, of work performed under this Act and of training and employable skills and other benefits gained by enrollees, and

(2) identify options for improving program productivity and youth benefits, including improved alternatives for: organization, subjects, sponsorship, and funding of work projects; recruitment and personnel policies; siting and functions of conservation centers; work and training regimes for youth of various origins and needs; and cooperative arrangements with programs, persons and institutions not covered under this Act.

(b) DEMONSTRATIONS.—The Secretary may authorize pilot or experimental projects to demonstrate or test new or alternative arrangements or subjects of work and training for programs under this Act, which may include alternatives identified under subsection (a)(2).

ANNUAL REPORT

SEC. 11. The Secretary shall prepare and submit to the President and to the Congress at least once each year a report detailing the activities carried out under this Act. Such report shall be submitted not later than December 31 of each year following the date of enactment of this Act. The report shall describe (1) conservation work procedures, accomplishments and benefits; (2) the extent to which youth who are economically, socially, physically or educationally disadvantaged have been enrolled in and benefited by the program; (3) other youth benefits; and (4) problems and opportunities encountered in carrying out the Act which require attention. The Secretary shall include in such report such recommendations as he considers appropriate.

LABOR MARKET INFORMATION

SEC. 12. The Secretary of Labor shall make available to the Secretary and to any program agency under this Act such labor market information as is appropriate for use in carrying out the purposes of this Act.

EMPLOYEE APPEAL RIGHTS

SEC. 13. In the case of—

(1) the displacement of a Federal employee (including any partial displacement through reduction of nonovertime hours, wages or employment benefits), or the failure to reemploy an employee in a layoff status, contrary to a certification under section 5(d)(2) (A) or (B) of this Act, or

(2) the displacement of a Federal employee by reason of the use of one or more volunteers under section 7(b)(2)(A) of this Act,

such employee is entitled to appeal such action to the Merit Systems Protection Board under section 7701 of title 5, United States Code.

Passed the House of Representatives June 9, 1982.

Attest: EDMUND L. HENSHAW, JR.,
Clerk.

DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

SENATE COMMITTEE ON
ENERGY AND NATURAL RESOURCES
RECEIVED
OCT 12 1982
WASHINGTON, D.C. 20510

October 1 1982

Honorable James A. McClure
Chairman, Committee on Energy
  and Natural Resources
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

As you requested, here are the Department of Agriculture's views on S. 2061, a bill "To provide for the conservation, rehabilitation, and improvement of natural and cultural resources located on public and Indian lands, and for other purposes."

This Department recommends that S. 2061 not be enacted.

This legislation, cited as the "Public Lands Conservation, Rehabilitation, and Improvement Act of 1981," would direct the Secretary of the Interior, in cooperation with the Secretary of Agriculture, to establish a program providing employment opportunities for unemployed young men and women between the ages of 16 and 25. This would be carried out through Federal or State agencies, Indian tribes or nonprofit organizations who would establish and operate residential and nonresidential conservation centers. The centers would be operated through grants from, or interagency agreements with, the Secretary of the Interior.

The bill prescribes that 40 percent of the funds appropriated for the program would go to the States and not less than 25 percent would be used for program activities carried out by the Secretary of Agriculture. Funds necessary to operate the program would be based on a percentage of receipts (not specified in the bill) received by the Federal Government, which are not otherwise appropriated, from franchise, permit, and leasing activity fees and from the sale of timber from the Department of the Interior and National Forest System lands. Such funds would require appropriation. The program would operate from October 1, 1982, through September 30, 1989. An annual report to the President and Congress would be required.

The work to be performed by program participants would be carried out on the Nation's public lands, defined to include those under Federal, State, and local government administration. It would cover a wide range of conservation activities, including forest management and wildlife habitat and rangeland improvement, plus cultural and historical site preservation and improvement.

The Department of Agriculture has been deeply involved in two youth employment programs, the Youth Conservation Corps and the Young Adult Conservation Corps, since their inception in 1971 and 1977 respectively. Enrollees in these two programs have performed conservation work on the National Forests including tree planting, timber stand improvement, trail construction and maintenance, wildlife habitat improvement, and recreation area maintenance and construction. Most of this work, which is labor intensive, has been directed at the backlog of resource management work available on National Forest System lands and thus supplements that regular program work funded through the normal budgetary process.

Both of these programs are being phased out in fiscal year 1982 as part of the Administration's effort to achieve budget savings. They were selected because they are not targeted to serve disadvantaged youth most in need of Federal assistance. We have found that outplacement; that is, enrollees securing permanent employment, reentering school or entering the military, is poor relative to other youth programs authorized by the Comprehensive Employment and Training Act of 1973. Furthermore, the program, of necessity, must concentrate on conservation work of lower priority than that which is carried out through regular USDA programs. This should not be assumed to mean that the work does not make a valuable contribution to the agencies' objectives. Accomplishments have been significant. However, the budget restraint necessary to aid in the Nation's economic recovery requires close examination of priorities and compels difficult decisions. We do not support reestablishment of these programs.

There are two programs that are continuing which will assist in accomplishing conservation work on National Forest System lands. The Job Corps, authorized by Title IV of CETA, is directed at unemployed, disadvantaged youth and seeks to increase their employability. The Forest Service operates 18 Civilian Conservation Centers and in fiscal year 1981 provided 8,800 youth with training and employment. The Senior Community Service Employment Program, authorized by Title V of the Older Americans Act of 1973, provides supplemental income, work experience and skills training to economically disadvantaged persons aged 55 years and older. The Forest Service expects to employ about 4,500 SCSEP workers in the period July 1, 1981, to September 30, 1982.

We are aware that S. 2061 does seek to target the program to those most in need. But such a targeted program would still duplicate other programs that serve disadvantaged youth, including other CETA programs, and would presumably be as costly as the programs now being terminated.

We also believe that funding of a separate and new youth employment program by earmarked receipts is not appropriate or consistent with sound budgetary practices. This procedure would likely mean that there would be less money available for other higher priority resource management work on the Federal lands. Earmarking receipts to the Treasury removes the program from the normal competition for the Federal dollar, giving it a priority not necessarily consistent with overall spending priorities, and requiring a downward adjustment elsewhere in the Federal budget.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

John R Block

John R. Block
Secretary

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

SEP 15 1982

SENATE COMMITTEE ON
ENERGY AND NATURAL RESOURCES
RECEIVED
SEP 20 1982
WASHINGTON, D.C. 20510

Honorable James A. McClure
Chairman, Committee on Energy
and Natural Resources
United States Senate
Washington, D.C. 20515

Dear Mr. Chairman:

Your Committee has requested the views of this Department on H.R. 4861, a bill "To establish the American Conservation Corps, and for other purposes", as it was passed by the House of Representatives on June 9, 1982.

We recommend that the bill not be enacted.

H.R. 4861, cited as the "American Conservation Corps Act of 1982", would direct the Secretary of the Interior, in cooperation with the Secretary of Agriculture and the Secretary of Labor, to establish and administer a public lands conservation, rehabilitation, and improvement program through grants to Federal and State agencies for the establishment and operation of conservation centers to carry out the purposes of the Act.

Enrollment in the conservation centers would be limited to unemployed youths of between 16 and 25 years of age. Enrollees would be provided living quarters, board, medical care, transportation and other services considered necessary by the Secretary.

The proposed program would be similar to the Youth Conservation Corps (YCC) and the Youth Adult Conservation Corps (YACC) programs which Congress has essentially eliminated in the fiscal year 1982 budget because of several problems with the design and execution of these programs. They were very expensive per person served; they placed few enrollees in jobs compared with other CETA programs; and they were not designated for the most needy population. The program established by H.R. 4861 has the same shortcomings that led to termination of funding for the YCC and YACC programs. In addition, since most Federal land is located in the West, enrollees are likely to be drawn disproportionately from Western States. In the YACC program, 50 percent of the project camps have been located in 10 States west of the Mississippi with 19 percent of the U.S. population and an average overall unemployment rate slightly below the U.S. average.

Another problem with the YCC and YACC programs which H.R. 4861 shares is that the projects performed under the youth conservation programs tend to be low priority work. This occurs because funding for those programs and projects selection are not subjected to the same budgetary process that other public lands programs undergo. This means that other higher priority conservation and development work may not be funded because budget totals are increased by youth employment programs funding lower priority work indirectly.

The Public Lands and National Parks Subcommittee of the House Interior and Insular Affairs Committee made several amendments to the bill during its consideration of the measure. These amendments include a direct funding authorization of $50 million for fiscal year 1983, to be distributed to the States (35 percent), the Departments of Agriculture and Interior (25 percent each), Indian Tribes (5 percent), and other agencies. States would be required to make a 15 percent match under H.R. 4861.

These provisions are in direct conflict with the President's budget for fiscal year 1983. As noted above, funding for the YCC and YACC programs was eliminated because they could not compete on the basis of their own merits for scarce Federal resources. We therefore strongly oppose enactment of H.R. 4861.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

J. Robinson West
Assistant SECRETARY

Senator **Wallop**. We have many Members of Congress here today and an illustrious guest as well. I would like to proceed with the hearing, recognizing, of course, that Senator Moynihan is the sponsor of the Senate legislation, and I think that he would agree with me that we ought to defer to his senior colleague, Senator Jennings Randolph, because he is an alumni. I welcome my colleague from West Virginia.

STATEMENT OF HON. JENNINGS RANDOLPH, A U.S. SENATOR FROM THE STATE OF WEST VIRGINIA

Senator **Randolph**. I am very grateful to all of you who give me the opportunity to join you on an occasion of this kind. I have been so long on Capitol Hill that I'm said to have been a part of the Abraham Lincoln administration. The reason I mention Lincoln is because he signed West Virginia into statehood on June 20, 1863. There are those who say it was unconstitutional for him to have done it, but there has never been a test of that matter and I hope never will be.

By the way, I was a believer in Lincoln and always have been. He met some problems. He had a gentleman that wanted to be nominated for Federal judgeship, and Lincoln kept saying, by letter and otherwise, there is no vacancy. There is a judge there and we can't consider you.

Finally, one day Lincoln was rocking in a chair on the south portico of the White House looking across the Potomac, and this man rushed by the staff and said: "President Lincoln, there is no reason why you cannot now nominate me for the judgeship."

Lincoln said: "I'll be unable to consider you."

He said: "Well, I do not understand. Just an hour ago there was a boating accident on the Potomac River and the judge was drowned."

Lincoln said: "Yes, I know. I've just nominated the man who shoved him in."

That was what I call the kind of action that I knew in those days of 1933. At that time I did work in the development of the original Civilian Conservation Corps, and I think in a sense they are correlated to what we had at that time.

I have just been in West Virginia in the last 2 weeks with 250 of those CCC youth of long ago who are now, of course, older than they were then. I remember one of them saying: "I had $5 to keep each month. I sent $25 home." Then he said: "I became a cook. I got $5 more, but I didn't send anymore home. But then I became a sergeant and got $45, and then I sent $30 home."

So, those are interesting experiences which I do recall, during the program of 9 years—remember, it began in 1933. We have had certain legislation during the years that has been patterned, Senator Moynihan, in part from the experiences which are so very important in New York and other States. Under that program 3,470 fire towers were built. Thousands of miles of drainage systems serving more than 84 million acres of agricultural lands. That was a part of the 9 year program. There were 972 million fish stocked in our lakes, rivers, and ponds; 2.6 million acres planted, seeded, and reclaimed severe soil erosion. We built 38,550 bridges; 9,805 reservoirs. All that and more for just $30 per month which was a handsome salary considering that many of the Army personnel working with the CCC got only $21 per month.

The YACC, (Young Adult Conservation Corps) which is a year-round program returned $1.20 of conservation work for each dollar expended in fiscal year 1980. The Youth Conservation Corps which is a summer program for youths 15 to 18 that was established in 1970 and was funded at $3 million in fiscal year 1982, returned $1.04 in conservation work for each dollar expended.

So we are talking about not expenditures so much as we are investments. It is a national tragedy that with the experiences of these activities going back into the 1930's our country still has not established a continuing and comprehensive youth employment program under which vital conservation tasks can be carried forward.

I think we can meet these twin challenges of youth employment and conservation if we possess the compassion, the resourcefulness and the commitment. It is my belief that S. 2061 particularly gives us an instrument to achieve these objectives. I urge along with others, passage of this bill, and I am delighted to join with Senator Moynihan in his leadership in these matters. Of course, being from West Virginia I must close and comment on that State. In the 9-year period of the CCC we had 26 camps in the State of West Virginia. There were 55,000 enrollees who went out into the fields and the forests of West Virginia and did constructive work. I meet these men now, the banker, the businessman, the lawyer. I see them in almost any activity—still in West Virginia, still on the job. They tell me: "CCC put me on the path to be worthwhile." Thank you, Mr. Chairman.

[The prepared statement of Senator Randolph follows:]

REMARKS BY SENATOR JENNINGS RANDOLPH
HEARINGS ON S. 2061, THE PUBLIC LANDS
CONSERVATION, REHABILITATION AND IMPROVEMENT ACT
ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC
LANDS AND RESERVED WATER, UNITED STATES SENATE
WEDNESDAY, SEPTEMBER 22, 1982

Mr. Chairman, it is a privilege to participate in this hearing on S. 2061, the Public Lands Conservation, Rehabilitation and Improvement Act. I commend you and the members of the Subcommittee on Public Lands and Reserved Water for moving forward with consideration of this important measure. A special expression of appreciation should go to Senators Moynihan and Mathias for their initiative in sponsoring S. 2061.

As you know, Mr. Chairman, it was my responsibility to work on the development of the original Civilian Conservation Corps after which this bill is modeled. I am the only current member of Congress who was serving in the Congress when the CCC Act was passed into law. From that initial experience, I have been a constant believer in the value of youth employment programs that provide not only meaningful jobs and training but also enable our Nation to accomplish desperately needed conservation work.

Just as the CCC was a successful endeavor, the Young Adult Conservation Corps, of which I was a sponsor and which was enacted in 1977, brought about significant dollar return to our government, valuable conservation rehabilitation activities, and substantial employment opportunities for young people.

The CCC in a nine year period had more than three million enrollees. During their service to America ---

3,470 fire towers were built;

Thousands of miles of drainage systems serving more than 84 million acres of agricultural lands;

972 million fish stocked in lakes, rivers and ponds;

2.6 million acres planted, seeded and reclaimed from

Built 38,550 bridges and 9,805 reservoirs.

All that and more for just $30 per month, which was a handsome salary considering that many of the Army personnel working with the CCC got only $21 per month.

The YACC, which is a year-round program for youths aged 16-23 established in 1977 returned $1.20 of conservation work for each dollar expended in fiscal year 1980. The Youth Conservation Corps (YCC), which is a summer program for youths aged 15-18 that was established in 1970 and was funded at $3 million in fiscal year 1982, returned $1.04 in conservation work for each dollar expended.

Mr. Chairman, it is a national tragedy that with the experiences of these activities, our Nation still has not established a continuing and comprehensive youth employment program under which vital conservation tasks can be accomplished. We can meet these twin challenges of youth employment and conservation if we possess the compassion, the resourcefulness and the will. It is my belief that S. 2061 gives us an excellent opportunity to achieve these objectives and I urge that it receive your favorable and expedited consideration.

REMARKS BY SENATOR JENNINGS RANDOLPH
CCC REUNION LUNCHEON
SATURDAY, SEPTEMBER 11, 1982
RICHWOOD, WEST VIRGINIA

Once again we meet in the common brotherhood of shared experience, to reunite our spirits and, perhaps, to relive a few memories.

Each of us was a part of a unique experiment a half-century ago. It was the greatest job-producing and training program in our nation's history. It was the most productive and cost-efficient public works and conservation program our government has ever devised.

The nine-year existence of the Civilian Conservation Corps occurred during the most tragic and, at the same time, the most hope-filled period in our history. It was a time when the people of America proved that, given the proper leadership, we can overcome an almost total breakdown in our socio-economic system.

The gray days of the Great Depression cast a pall on every facet of our society. Families were displaced and broken up to assure survival. One in every four eligible workers could not find a job, and those working felt fortunate to earn a few dollars a day.

On March 4, 1933, Franklin Delano Roosevelt took the oath of office as the 32nd President of the United States of America. Five days later, on March 9, the President called a special session of the Congress. He outlined to the Congress a program to recruit thousands of jobless young men into a nationwide public-works organization. Its purpose was to combat the destruction and erosion of our natural resources.

Roosevelt knew that the nation teetered on the brink of anarchy, and he sought to lift up this bleeding country and set it right again.

The Congress responded by moving authorizing legislation to the President's desk for signature in just 22 days. Seven days later,Henry Rich of neighboring Virginia became the first enrollee at the first CCC camp at Luray, Virginia.

Before the program yielded to the demands of our wartime economy in 1942, more than 3 million men had participated in the most significant manpower project in our nation's history.

This nostalgic look backward cannot possibly include the experiences that only you can recount as individuals. Perhaps even you have forgotten the cold, the dank quarters and muddy streets, the mosquitos and chiggers, the aching muscles and blisters, the heat and the thirst of outdoor living. And, above all, the uncurable homesickness and separation from loved ones.

Service in the Corps was not an easy life. One in five enrollees did not make it. Yet, those who survived received the benefits of a disciplined, productive existence. Even today, you can look around you and see the contributions to our society and our country by the Civilian Conservation Corps.

During your service to America, you and your fellow corpsmen built:

-- 3,470 fire towers;

-- Thousands of miles of drainage systems serving more than 84 million acres of agricultural lands;

-- 972 million fish stocked in lakes, rivers and ponds; 2.6 million acres planted, seeded and reclaimed from severe erosion;

-- Built 38,550 bridges and 9,805 reservoirs.

All that and more for just $30 per month, which was a handsome salary considering that many of the Army personnel working with you got only $21 per month.

But you sent most of it home and that in turn put millions of dollars back into the local economies. Your work required the purchase of thousands of tons of clothing, equipment and building materials. This was translated into factory orders which soon began to nibble into the unemployment figures and this country was on its way back to prosperity.

Most people regarded the CCC as a "peacetime" army, and, in fact, General George C. Marshall credited the early training of millions of young men as a major factor in the victory of World War II. President Roosevelt, in a speech before the Woodrow Wilson Foundation in December of 1933, stated:

"From now on, war by governments shall be changed to peace by peoples." Roosevelt felt that the dangers to world peace lay not in the world population but in the political leaders of that population. He carefully avoided reference to the CCC as an "army." In fact, the U. S. Army, which was opposed to the whole idea in the first place, went to great lengths to deny the Corps most aspects of military training. Army leaders didn't want to get involved in any welfare program, but they soon learned the CCC was an excellent training ground for future leaders and became enthusiastic about the whole idea.

Labor didn't like the idea, either. Union officials felt the relatively low wages paid in the CCC might serve to drive down the prevailing wages in urban areas. They feared the "regimentation of labor" under military control.

The far left-wing groups didn't like it, either. Norman Thomas said that "such work camps fit into the psychology of a Fascist, not a Socialist state." On the other hand, big city mayors and police chiefs like the idea of taking many idle young men off the streets.

The CCC is gone, but not forgotten. As Arthur Schlesinger wrote, it has "left monuments in the preservation and the purification of the land, the water, the forest and the young men of America." The concept of the CCC is being copied today -- in smaller but similar manpower programs involving youth.

My belief in the concept led me to introduce legislation in the 95th Congress to implement one such program.

This legislation, enacted in 1977, established the young adult conservation corps, a full-year program for 16-23 year olds, and the youth conservation corps, a summer program for young people ages 15 to 18.

In 1979, under YACC, more than 85,000 young adults working out of 1,400 camps accomplished much needed conservation work on our public lands and waterways.

So the spirit of the Civilian Conservation Corps still serves as a model for present and future job and manpower programs. It is my feeling that the greatest contribution of the CCC was to the spirit of America. At a time when our country's fortunes were at lowest ebb, our people were given new hope and optimism for the future. It is difficult to measure this contribution in terms of statistics, but we know this sweeping work program was a prime impetus for lifting America out of the darkness and into the sunlight.

The Corps was an investment, a sound investment, in the future of the country we hold so dear.

STATEMENT OF HON. DANIEL PATRICK MOYNIHAN, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator MOYNIHAN. Let me just continue with exactly that. One of the good memories Americans have about the bad times is the CCC. Here in this room I wonder if I could just ask how many of us has been in a State park, national park, or just a forest and have someone point out a bridge, a trail, some facility, and say, "That was put up by the CCC"? It is part of our history, and you feel good when you see that, don't you, and you wonder—Connie Worth over there wonders, I am sure, why we didn't keep it. The time to restore it is surely now.

There are two points that I would make, Mr. Chairman, before responding to your questions. The first is that we now have today the largest number of persons unemployed in the history of our Nation. It is more than likely that in early October we shall learn that we have gone above 10 percent in the unemployment rate. Among youth it's devastating. Among black youth, over 50 percent.

The second point, Mr. Chairman, is, and here I think something has happened which on our Committee of Public Works, as on your Committee of Energy and Natural Resources, we have been following these numbers in a way, perhaps, that the country at large hasn't. We have been running down our public plant, our bridges, roads, trails, and we have been disinvesting. There is less each year, not more. We have been consuming other things eating up this basic structure, without which you cannot have a private enterprise economy.

The legislation before you is addressed to both issues, putting young people to work and putting them to work at things that you were doing and things which have been running down. It is not just adding to, it's keeping up with.

On the subject of the funding, I offer you the thought that it is a nice idea to take out of the moneys earned by the Department of Agriculture from the sale of forest products a portion that will go back into maintaining the funds. This is income that the country has from its natural resources. It would go back into maintaining them.

Last, Mr. Chairman, I would think that the Interior Department is the logical place for this activity. There will be the institutional memory of how it was done, and if it can be imagined, the grand presence of Franklin D. Roosevelt at a time when Americans were not afraid of their future. This, sir, is your opportunity, and the day may yet come, hence, when someone says; "And if President Wallop were here." Thank you.

[The prepared statement of Senator Moynihan follows:]

STATEMENT OF SENATOR DANIEL PATRICK MOYNIHAN
ON S. 2061 AND H.R. 4861

SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
SEPTEMBER 22, 1982

Mr. Chairman,

It is a pleasure to have this opportunity to testify before this Subcommittee on S. 2061 and H.R. 4861, legislation to create an American Conservation Corps. S. 2061 enjoys the bipartisan support of 19 Senate cosponsors, including Subcommittee members Bumpers and Metzenbaum, and the bill has attracted widespread editorial support. H.R. 4861, cosponsored by Congressmen Seiberling, Moffet, Roybal, Conte, and Bereuter, among others, passed the House on June 9 by a vote of 291-102.

In just over two weeks, Bureau of Labor Statistics Commissioner Janet L. Norwood will appear before the Joint Economic Committee and almost certainly announce that the nationwide seasonally adjusted unemployment rate has climbed above 10 percent for the first time since the Great Depression. Teenage unemployment is near 25 percent, and more than one-half of all black teenagers are out of work. Economic recovery does not seem imminent.

At the same time, we are faced with a formidable and ever-increasing backlog of desperately-needed conservation work on Federal, state, and local lands. Natural and community resources across the nation are deteriorating while millions of able-bodied Americans sit idly, victims of the most severe recession in post-Depression history. This waste of our human and natural resources cannot continue. Which brings us to S. 2061.

The idea of putting unemployed youth to work preserving our natural heritage is not new. Senator Randolph can, and I am sure will, tell you that. Franklin Delano Roosevelt's Civilian Conservation Corps employed over 3 million young men during its nine year lifetime and performed $1.5 billion worth of conservation work. The CCC constructed over 150,000 miles of trails and roads, stretched over 85,000 miles of telephone lines, and buit approximately 45,000 bridges. Much of its work still serves us today, eloquent testimony to the profound impact the CCC had on this nation's infrastructure and physical appearance.

More recently, the Young Adult Conservation Corps (YACC) and the Youth Conservation Corps (YCC) were cost-effective programs that returned over $1 in appraised conservation work for each dollar expended. I would add that in 1980 the New York YACC returned $2.83 in conservation work for each dollar expended. These figures, of course, do not include the benefits realized by putting previously unemployed young people to work. I suppose it is impossible to quantify the value of such benefits, but I would suggest that any program that is not only cost-effective but may also reduce youth crime and drug abuse and instill a work ethic in heretofore unemployed young people is a program that we simply cannot afford to be without,

Let me briefly explain S. 2061 and H.R. 4861. The bills will create an American Conservation Corps, composed of unemployed young men and women between the ages of 16 and 25 (there will also be a summer program for those 15-21), to carry out conservation and rehabilitation projects on public lands. Enrollees will be paid the minimum wage. The program will be funded at a percentage of the revenues generated by certain leasing and permitting activities of the Departments of Interior and Agriculture, although funding will still require appropriations legislation. The funding level set by the House bill -- $50 million in fiscal year 1983 and $250 million annually from fiscal year 1984 through fiscal year 1989 -- seems to me about right. There are minor differences between S. 2061 and H.R. 4861 in their funding distribution formulas and I am sure these differences can be easily resolved. I am pleased that the House bill targets 5 percent of the funds appropriated to Indian tribes. I will support such a formula change in S. 2061.

Mr. Chairman and members of the Subcommittee, the track record of past youth conservation efforts strongly suggests that the American Conservation Corps will be successful. Successful at putting thousands of young people to work performing socially useful tasks and successful at preserving and rehabilitating our precious natural and community resources. I ask your help in securing Senate passage of this legislation. Our young people deserve no less.

Senator **Wallop**. The day may come, but if I were you, I would not hold my breath. That is the day that I would be President. I know the Senator from New York has designs on things like that and is able to be more conversant in it than the Senator from Wyoming.

Certainly I understand the direction and the motive of this. It may come as no surprise to you that my area of Wyoming, Big Horn Mountains, had a substantial number of CCC camps in operation. The forest area indeed is in need of trimming in areas where they have done some planting with time having past. The man who for most of my time as a youth acted in many respects as my father was an old CCC man himself.

Is Senator Mathias here?

Senator **Moynihan**. He was an original cosponsor.

Senator **Wallop**. I understand. He said he would like to testify, but inasmuch as he is not here, we will move on to Congressman Regula.

[No response.]

Senator **Wallop**. In absence of him, Congressman Bereuter has a statement that he wishes to have inserted, and I understand that Senator Bumpers has a statement that we will put in.

[The prepared statements of Senator Bumpers and Mr. Bereuter follow:]

STATEMENT OF SENATOR DALE BUMPERS

ON S. 2061

THE PUBLIC LANDS CONSERVATION, REHABILITATION, AND IMPROVEMENT ACT

MR. BUMPERS. MR. CHAIRMAN, THANK YOU FOR SCHEDULING THIS HEARING TODAY TO CONSIDER S. 2061, LEGISLATION WHICH WOULD ESTABLISH A NEW CIVILIAN CONSERVATION CORPS. I REALIZE THAT THE SUBCOMMITTEE'S AGENDA IS HEAVY, AND I APPRECIATE YOUR ALLOTTING SOME TIME TO THIS IMPORTANT PROPOSAL.

OVER THE PAST YEAR, NUMEROUS WITNESSES HAVE COME BEFORE THIS COMMITTEE TO TESTIFY TO THE DETERIORATING CONDITION OF MANY OF OUR NATIONAL PARKS, NATIONAL FOREST SERVICE RECREATION AREAS, WILDLIFE REFUGES, AND OTHER PUBLIC LAND RESOURCES. WHILE THE COMMITTEE HAS BEEN ATTEMPTING TO DEAL WITH THIS SERIOUS PROBLEM, THE PRESSURES ON THESE AREAS HAVE BEEN INCREASING RAPIDLY. MORE INTENSIVE ENERGY DEVELOPMENT ON THE

FEDERAL LANDS COMBINED WITH HEAVIER RECREATIONAL USE WILL ACCELERATE THE DETERIORATION OF THESE LANDS UNLESS POSITIVE STEPS ARE TAKEN SOON.

I BELIEVE THAT THE LEGISLATION BEFORE US IS A COST-EFFECTIVE AND PROVEN APPROACH TO ACCOMPLISHING TWO IMPORTANT GOALS: CARRYING OUT NEEDED CONSERVATION WORK, AND PROVIDING JOBS FOR DISADVANTAGED YOUTH.

PREVIOUS EXPERIENCE WITH BOTH THE YOUNG ADULT CONSERVATION CORPS AND THE YOUTH CONSERVATION CORPS HAS SHOWN THAT THESE PROGRAMS ALLOW LAND MANAGEMENT AGENCIES TO COMPLETE HIGH PRIORITY WORK FOR LESS MONEY THAN WOULD BE REQUIRED IF THEY HIRED FULL TIME EMPLOYEES OR CONTRACTED WITH PRIVATE FIRMS. IN RECENT YEARS, THE YACC ACCOMPLISHED $1.20 WORTH OF WORK FOR EACH $1.00 THAT WAS SPENT; THE YCC ACCOMPLISHED $1.02 WORTH OF WORK FOR EACH $1.00 SPENT. THESE FIGURES ARE IMPRESSIVE, AND THEY DO NOT EVEN INCLUDE THE BENEFITS DERIVED FROM

PROVIDING JOBS FOR DISADVANTAGED YOUNG PEOPLE WHO WOULD OTHERWISE BE UNEMPLOYED.

WHILE THE PROGRAMS HAVE BEEN EFFECTIVE, SEVERAL WEAKNESSES IN THE YACC AND YCC HAVE BEEN GENERALLY RECOGNIZED. THE PROPOSED LEGISLATION WOULD CORRECT MANY OF THESE, BY GIVING SOLE CONTROL FOR THE CONSERVATION CORPS TO THE SECRETARY OF THE INTERIOR, TARGETING LOW INCOME AND DISADVANTAGED YOUTH, GIVING THE STATES A GREATER SHARE OF THE APPROPRIATED FUNDS, AND FOCUSING ON HIGH PRIORITY CONSERVATION WORK.

AT A TIME WHEN THE PRESSURES ON THE PUBLIC LANDS ARE INCREASING AND FUNDS FOR MAINTAINING THE LANDS ARE IN SHORT SUPPLY, A TARGETED, EFFECTIVE CONSERVATION CORPS IS NOT ONLY DESIRABLE BUT NECESSARY. THE HOUSE HAS ALREADY PASSED THE BILL BY A LARGE MARGIN, AND I HOPE THAT THE SENATE CAN MOVE QUICKLY ON THIS BIPARTISAN PROPOSAL.

TESTIMONY
by
HONORABLE DOUG BEREUTER
Before the
PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE
September 22, 1982

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE.

I appreciate the opportunity to appear before you today to urge your favorable and swift action on S. 2061, the "Public Lands Conservation, Rehabilitation and Improvement Act," and its companion legislation, H.R. 4861, a bill to establish an American Conservation Corps. Each day we delay, we lose the multifarious human and natural benefits that these programs could provide.

As an original cosponsor of Representative John Seiberling's H.R. 4861, I want you to share in my enthusiastic endorsement of this legislation.

Almost 50 years ago the Congress sought to cope with the ravages of depression era unemployment by enacting the Emergency Conservation Act of 1933 which established the Civilian Conservation Corps. A bold stroke in a time of despair, the CCC furnished employment and valued self-esteem for some 3 million unmarried males during the 9 1/2 years of its existence. At the same time the Nation reaped invaluable natural benefits.

In its heyday, the CCC camps located throughout the 48 States and several territories numbered upward of 1,740, with almost 360,000 enrollees at work to protect and enhance the soil, trees, and streams of our Nation.

More than 4,000 fire observation towers were constructed as a result of the CCC program. Furthermore, Conservation Corps participants planted more than 3 billion trees and laid 85,000 miles of telephone lines. They constructed over 150,000 miles of trails and roads and built approximately 45,000 bridges and buildings.

Today, by announcing support for S. 2061 and H.R. 4861, this Committee can also make a wise investment in the youth and the natural resources of our country, in admittedly a different way, but just as our predecessors in 1933 did when they approved the formation of the CCC.

The need today is great, as it was in 1933. Most recent statistics released by the Department of Labor on unemployment are shocking. Tragically, the burden of joblessness falls most heavily on the youth. Although up to 9 1/2 percent of the total labor force presently may have no job, 24.0 percent of the teens are without work. Each Member of this body should be horrified to learn that 51.6 percent of the black youth of this Nation are unemployed. Many, if not most, have lost hope for employment.

For a modest appropriation, we can begin to provide gainful employment, work experience, and some measure of self-esteem again to thousands of disadvantaged youth. At the same time, vital restoration and conservation work on the public lands can move forward. Roads and trails maintenance work, reclamation of strip mined lands, recreational area development, these are just some of the projects which have tapped the energy and talent of these young Americans.

The programs envisioned by H.R. 4861 and S. 2061 would replace the Young Adult and Youth Conservation Corps, with which we are all familiar. Experiences gained through those programs provide valuable insights into what can be expected from the American Conservation Corps or a similar program.

Over the last 3 to 4 years I have visited with a variety of employees and managers of the U.S. Forest Service and the National Park Service about their experience with the Youth Conservation Corps and the Young Adult Conservation Corps. Some of them admitted they had reservations about these two programs at their inception.

Consistently, however, these people told me that any doubts they had were proven to be unfounded, for the results have been very beneficial for those forest areas and for those national park units.

More importantly, they were impressed by the benefits accruing to the individual young people involved. The youth and the young adults involved made very important contributions to our parks and forests and they experienced great personal growth and an enlightened attitude as a result of these working and learning experiences.

I would say, unequivocally, that it is a mistake to phaseout the YACC and the YCC today. Partly I think the problems which have been indicated -- and some of them may be valid -- spring from a problem in this Congress itself. The jurisdiction on oversight for these programs has been split between committees in the House, and perhaps in your body as well. I think with an earlier and a more concerted variety of oversight activity on the part of this Congress, some of those problem areas would have been corrected without damage to these vital youth employment-education programs.

Opponents of this type of legislation argue that it funds low-priority or make-work projects and that it provides little benefit to the participants.

To suggest that these kinds of activities have low priorities, as far as the work accomplished, is just absolutely inconsistent with the facts. If it had not been for the work of these young adults and the youth involved in these conservation programs, our parks and many of our national forests would be in desperate condition. If we terminate these projects, the National Park Service employees can tell you that people involved with resource management, law enforcement, and a wide variety of service activities will not be pursuing those ends responsibly as they should; they will be doing the kind of labor intensive work that these youth and young adults have accomplished. Trails will not be maintained, repairs will not be made.

I think in suggesting that these youth employment programs are inappropriate and fail to meet employment training objectives is to suggest only that the criteria on which they are judged are inappropriate. These programs are both educational in nature and they are aimed at accomplishing necessary work. You cannot suggest that they have not met their goals in providing adequate product for the work expended and ignore the fact that they also produce great educational training benefits -- exactly what they are aimed at accomplishing.

As Members of Congress, we are stewards of our Nation's children and our land. In our desire to pinch pennies, we must not choke off our Nation's future by demoralizing our young people -- locking them out of any chance of financial independence and gainful employment. Nor must we choke off our future by allowing our precious natural resources to erode or to deteriorate through misuse, abuse or neglect.

A bipartisan coalition in the House, including 73 of my Republican colleagues, joined together to pass H.R. 4861. With employment expected to hit 10 percent shortly, $50 million is a paltry sum to invest in giving some of our unemployed youth a meaningful job and valuable work experience.

If we fail to help the jobless when a cost-effective and efficient method such as the ACC is at hand, we will destroy the spirit of our youth and with it, we will destroy the future of our nation.

Through this program, we can put 100,000 young people to work in your State as well as my own, pouring their energy into earning an honest dollar and preserving our nation's rich natural resources. This is not welfare, but an investment in America funded by the vigor and the work of our young people. Their sweat will come from hard work which benefits all Americans as well as themselves, not from fleeing the metropolitan police after a gang fight induced by boredom, frustration, and poverty. The same kind of needs and problems exist among youth from impoverished rural areas and small communities.

Please help give these young people a future, not just a past filled with police records, despair and rejection. The need is great. A partial solution is at hand. Please join me in supporting it by approving H.R. 4861 and S. 2061.

Thank you.

Senator WALLOP. If Senator Mathias shows up, we will hear from him. The next witness would be Richard Hite, accompanied by John L. Fulbright, Jr., Director of Office of Youth Programs, and Jerome Miles, Deputy Chief for Administration, U.S. Forest Service.

STATEMENT OF RICHARD HITE, PRINCIPAL DEPUTY ASSISTANT SECRETARY FOR POLICY, BUDGET AND ADMINISTRATION, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY JOHN L. FULBRIGHT, JR., DIRECTOR, OFFICE OF YOUTH PROGRAMS, DEPARTMENT OF THE INTERIOR

Mr. HITE. Thank you. We appear as a departmental panel inasmuch as the Department of Agriculture and the Department of the Interior have administered both the Youth Conservation Corps and the Young Adult Conservation Corps over the past several years.

I have submitted a prepared statement. In the interest of time I would just like to summarize it by saying to you that we oppose the bill. We oppose action of the bill on behalf of the administration on a budgetary basis.

This plan which provides for a 2-year training course for boys and girls between 16 and 25 years of age will cost a total of $1.8 billion during the period 1983 to 1988, at which time we would train both in the summer and the year long programs approximately 72,000 young men and women.

Senator WALLOP. Is that annual or for the total?

Mr. HITE. Over the total at a cost of $12,500 per year. There is no question, Mr. Chairnan, that the Youth Corps program and the Young Adult Corps program are good programs. They have been brought to completion on behalf of the administration, again because of the financial constraints that we are faced with in today's economy. We would hope, at the Department of the Interior, that this committee and the Senate and the Congress as a whole would consider the options that are already available such as the Peace Corps and VISTA programs.

My statement I'm sure you'll incorporate in the record, and I don't want to expound any further. I'll defer to Mr. Miles and then answer any questions you have.

[The prepared statement of Mr. Hite follows.)

STATEMENT OF RICHARD HITE
PRINCIPAL DEPUTY ASSISTANT SECRETARY
POLICY, BUDGET AND ADMINISTRATION
U.S. DEPARTMENT OF THE INTERIOR
BEFORE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER

September 22, 1982

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

THANK YOU FOR THE OPPORTUNITY TO DISCUSS SENATE BILL NUMBER 2061 AND HOUSE OF REPRESENTATIVES BILL NUMBER 4861.

AS YOU ARE AWARE, THE DEPARTMENT OF THE INTERIOR ADMINISTERED THE YOUTH CONSERVATION CORPS PROGRAM AND THE YOUNG ADULT CONSERVATION CORPS PROGRAM. THE PROPOSED PROGRAM WOULD BE SIMILAR TO THE YOUTH CONSERVATION CORPS (YCC) AND THE YOUNG ADULT CONSERVATION CORPS (YACC) PROGRAMS WHICH CONGRESS HAS ESSENTIALLY ELIMINATED IN THE FISCAL YEAR 1982 BUDGET BECAUSE OF SEVERAL PROBLEMS WITH THE DESIGN AND EXECUTION OF THESE PROGRAMS. THEY WERE VERY EXPENSIVE PER PERSON SERVED; THEY PLACED FEW ENROLLEES IN JOBS COMPARED WITH OTHER CETA PROGRAMS; AND THEY WERE NOT DESIGNATED FOR THE MOST NEEDY POPULATION. THE PROGRAM ESTABLISHED BY S. 2061 HAS THE SAME SHORTCOMINGS THAT LED TO TERMINATION OF FUNDING FOR THE YCC AND YACC PROGRAMS. IN ADDITION, SINCE MOST FEDERAL LAND IS LOCATED IN THE WEST, ENROLLEES ARE LIKELY TO BE DRAWN DISPROPORTIONATELY FROM WESTERN STATES. IN THE YACC PROGRAM, 50 PERCENT OF THE PROJECT CAMPS HAVE BEEN LOCATED IN 10 STATES WEST OF THE MISSISSIPPI WITH 19 PERCENT OF THE U.S POPULATION AND AN AVERAGE OVERALL UNEMPLOYMENT RATE SLIGHTLY BELOW THE U.S. AVERAGE.

BOTH PROGRAMS WERE MODERATELY SUCCESSFUL IN ACCOMPLISHING THEIR GOALS OF PROVIDING EMPLOYMENT FOR YOUTH IN AN OUTDOOR ATMOSPHERE, AND HELPED REDUCED SOME OF THE BACKLOG OF CONSERVATION WORK ON PUBLIC LANDS. IN

ORDER TO REDUCE FEDERAL EXPENDITURES, STRENGTHEN THE ECONOMY AND CONTROL INFLATION, THE YOUNG ADULT CONSERVATION CORPS (TITLE VIII OF THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT) WILL CLOSE SEPTEMBER 30 OF THIS YEAR. THE YOUTH CONSERVATION CORPS WAS OPERATED THIS YEAR AT A MINIMUM LEVEL THROUGH USE OF OPERATIONAL FUNDS FROM THE NATIONAL PARK SERVICE, THE FISH AND WILDLIFE SERVICE AND THE U.S. FOREST SERVICE.

AS WE TESTIFIED ON DECEMBER 8, 1981, BEFORE THE HOUSE SUBCOMMITTEE ON PUBLIC LANDS AND NATIONAL PARKS, WE DO NOT BELIEVE THESE YOUTH WORK EXPERIENCE PROGRAMS ARE THE MOST EFFICIENT WAY TO ACCOMPLISH CONSERVATION AND RECREATION WORK. THIS IS ANOTHER PROBLEM WITH THE YCC AND YACC PROGRAMS WHICH S. 2061 SHARES. THE PROJECTS PERFORMED UNDER THE YOUTH CONSERVATION PROGRAMS TEND TO BE LOW PRIORITY WORK. THIS OCCURS BECAUSE FUNDING FOR THOSE PROGRAMS AND PROJECTS SELECTED ARE NOT SUBJECTED TO THE SAME BUDGETARY PROCESS THAT OTHER PUBLIC LANDS PROGRAMS UNDERGO. THIS MEANS THAT OTHER HIGHER PRIORITY CONSERVATION AND DEVELOPMENT WORK MAY NOT BE FUNDED BECAUSE BUDGET TOTALS ARE INCREASED BY YOUTH EMPLOYMENT PROGRAMS FUNDNG LOWER PRIORITY WORK INDIRECTLY.

AS A GENERAL POLICY, THIS ADMINISTRATION OPPOSES EARMARKING OF RECEIPTS FOR SPECIAL PURPOSES. WE WOULD PREFER TO FUND CONSERVATION WORK FROM GENERAL REVENUES DIRECTLY TO THE LAND MANAGEMENT AGENCY WHICH HAS PRIMARY RESPONSIBILITY FOR CONSERVATION OF THE LAND AND PHYSICAL ASSETS. IN THIS WAY, PROPOSED CONSERVATION PROJECTS ARE ALL SUBJECTED TO THE SAME BUDGETARY PROCESS, COMPETING FIRST AMONG THEMSELVES AND SUBSEQUENTLY WITH OTHER WORTHY FEDERAL PROGRAMS FOR SCARCE TAX DOLLARS AND RECEIPTS.

WE DO NOT RECOMMEND THE PASSAGE OF THIS BILL. IT IS THE GOAL OF THE ADMINISTRATION TO REDUCE FEDERAL EXPENDITURES, STRENGTHEN THE ECONOMY, AND CONTROL INFLATION. FURTHER, IT IS ALSO THE POSITION OF THE ADMINISTRATION AND THE DEPARTMENT THAT YOUTH EMPLOYMENT PROGRAMS SHOULD BE PLACED UNDER THE AUTHORITY AND FUNDING OF STATE AND LOCAL GOVERNMENTS. THEY SHOULD NOT BE A RESPONSIBILITY OF THE FEDERAL GOVERNMENT. WE BELIEVE THAT FEDERAL SPENDING MUST BE REDUCED, AND THAT PASSAGE OF THIS LEGISLATION WOULD ONLY SERVE TO SLOW OUR NATION'S ECONOMIC RECOVERY.

MR. CHAIRMAN THIS CONCLUDES MY PREPARED REMARKS. I WILL BE HAPPY TO ANSWER ANY QUESTIONS YOU MAY HAVE.

STATEMENT OF JEROME MILES, DEPUTY CHIEF FOR ADMINISTRATION, FOREST SERVICE, DEPARTMENT OF AGRICULTURE, ACCOMPANIED BY LEON ANDERSON, DIRECTOR OF THE HUMAN RESOURCE PROGRAM, FOREST SERVICE, DEPARTMENT OF AGRICULTURE

Mr. MILES. Thank you.

I'm Jerry Miles, the Deputy Chief of the Forest Service and I have with me Mr. Leon Anderson who is the Director of the Human Resource Program for the Forest Service. I also would briefly summarize my statement. We do appreciate the opportunity to be here today and offer the views of the Department of Agriculture on S. 2061 and H.R. 4861.

These bills seek to provide new authority to the Federal Government's programs providing employment in conservation—related activities for young men and women. We have similar programs, which were proposed for elimination by the previous administration, and which are now being terminated as a part of this administration's efforts to reduce funding for low priority programs. They are, as Mr. Hite said, good programs, but programs which now are not of sufficient priority to be recommended by the administration.

The Department of Agriculture has been deeply involved, in two of these programs, the Youth Conservation Corps. and the Young Adult Conservation Corps. Enrollees have performed conservation work on the national forests that was selected primarily because it was labor intensive. These two programs did supplement our ongoing programs. However, they are being phased out because they are not targeted to serve disadvantaged youths who are most in need. Out placement from these programs to ongoing jobs has not been as good as some of the other programs, such as the Job Corps. Although these programs as proposed by the Congress are to be targeted or are proposed to have some targeting associated with them; in our judgment they would duplicate other targeted programs of the Department of Labor. Further, the program would be funded through an appropriation of a portion of the receipts of the Federal Government which are not otherwise appropriated from franchises, permits, and leasing activities in the sale of timber from the Department of Interior and Forest Service lands.

We do not believe that this type of funding is appropriate or that it is a sound budgetary practice. It could mean that less money will be available for other higher priority work on national forest lands and we think that earmarking specific funds for special purposes gives them a priority, which the budget process, the normal budget process, which the Congress and the administration go through, might not assign to them. We would like also to point out that we do participate in a number of employment programs now. The Forest Service operates 18 Job Corps civilian conservation centers. In fiscal year 1981, about 8,800 youths received training. We also carry out the senior community service employment program and we expect to work with about 4,500 older Americans in the current year.

We also have statutory authority to accept voluntary services from people. We were projecting that as many as 36,000 people will volunteer and work with us on the national forests this year. We think these programs supplement our regular ongoing programs and consequently are not in a position to recommend enactment of this bill at this time.

That concludes my statement. I'll try to answer any questions you might have.

[The prepared statement of Mr. Miles follows:]

STATEMENT OF
JEROME A. MILES,
DEPUTY CHIEF, ADMINISTRATION
FOREST SERVICE,
UNITED STATES DEPARTMENT OF AGRICULTURE

Before the
Subcommittee on Public Lands and Reserved Water
Committee on Energy and Natural Resources
United States Senate

Concerning S. 2061 & H.R. 4861

September 22, 1982

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

We appreciate the opportunity to appear here today to offer the Department of Agriculture's views on S. 2061 and H.R. 4861, bills which would authorize a youth employment program. These bills seek to provide new authority for the Federal Government's programs providing employment in conservation-related activities for young men and women. Similar programs which were proposed for elimination by the previous Administration are being terminated as part of this Administration's effort to reduce funding for low priority programs which cannot be justified in times of fiscal restraint. The Administration does not support reestablishment of these programs. Therefore, we recommend against enactment of S. 2061 and H.R. 4861.

The Department of Agriculture has been deeply involved in two youth employment programs, the Youth Conservation Corps and the Young Adult Conservation Corps, since their inception in 1971 and 1977 respectively. Enrollees have carried out conservation work on the National Forests, including tree planting, timber stand improvement, trail construction and improvement, wildlife habitat improvement, and recreation area maintenance and construction. This work is, for the most part, labor intensive. It has supplemented our regular programs funded through the normal budgetary process.

The youth programs are being phased out because they are not targeted to serve those disadvantaged youth most in need and therefore are not a priority item. We have found that outplacement is poor relative to other programs such as Job Corps and even the programs financed under the CETA youth titles. Furthermore, the conservation work accomplished by participants is of lower priority than that which is carried out through our regularly appropriated programs. While both S. 2061 and H.R. 4861 attempt to target the program to those most in need more than under YCC and YACC, the changes that would result are marginal and would not correct the problems of these predecessor programs. In addition, such a targeted program would still duplicate other programs that serve disadvantaged youth, including other CETA programs and those expected to replace CETA, and would be as costly as the programs now being terminated.

The employment program that would be established by S. 2061 and H.R. 4861 would be funded through appropriation of a portion of the receipts to the Federal Government, which are not otherwise appropriated, from franchises, permits, and leasing activity fees and from the sale of timber from Department of the Interior and National Forest System lands. H.R. 4861 authorizes an appropriation of $50 million for fiscal year 1983 and $250 million per year for fiscal years 1984-1989.

We do not believe that a separate and new program directed to unemployed youth funded in this manner is appropriate or consistent with sound budgetary practices. This could mean that there would be less money available for the other higher priority resource management work on National Forest System lands. Put another way, funding by earmarked receipts would remove this program from the normal competition for the Federal dollar, giving it a priority not consistent with overall spending priorities, and requiring a downward adjustment in spending somewhere else in the budget.

Mr. Chairman, this Department presently participates in programs to provide unemployed, disadvantaged youth an opportunity to increase their employability. The Forest Service currently operates 18 Job Corps Civilian Conservation Centers. In fiscal year 1981, about 8,800 youth received training and employment in that program, performing work on the National Forests.

We should also point out that additional conservation work on the National Forests is carried out by the Senior Community Service Employment Program, authorized by Title V of the Older Americans Act of 1973. This program provides supplemental income, work experience, and skills training to economically disadvantaged persons 55 years and older. We expect to accomplish about 2,560 person-years of work by 4,500 SCSEP workers in the period July 1, 1981, to September 30, 1982.

The Forest Service has the statutory authority to accept the voluntary services of citizens. Almost every activity in the Forest Service uses volunteers; we actively encourage their participation. We would expect some of the work formerly accomplished by the YCC and YACC programs to be accomplished by volunteers. In 1981, the Forest Service utilized 16,445 volunteers. A total of 761 person-years was contributed. In 1982, we estimate a doubling of actual time contributed, or 1,500 person-years, from about 30,000 volunteer participants. For 1983, we are projecting the participation of 36,000 persons or about 1,800 person-years contributed.

Together these three programs will supplement our regular resource management programs and assist us in achieving the Administration's budget and economic recovery goals. The additional authority that would be provided by the two bills is not necessary and not recommended.

That concludes my prepared statement. I would be happy to answer any questions that the subcommittee may have.

Senator WALLOP. Let me suggest to you that I have similar concerns about both the earmarking of funds and the escalator clause for those funds because there are problems in our national parks that are not clearly funded, directed by the proposed programs. And automatically to escalate without any direction of need, is a concern to me.

You complain about them not being targeted: I wonder if over the course of time we could not find the means by which we could target and provide, I mean we're making an assumption now that all the funding problems and pay scale problems and everything else and I realize it's another story and it has to be solved, but assuming such a thing can be done, would it not be possible for us to target programs of this nature in such a way that they would be constructive?

Mr. HITE. It's certainly possible, Mr. Chairman, and could be written into the legislation. I would just point out to you, sir, we have in the Job Corps program a targeted program which attempts and rather successfully to develop specific skills for the youth that enroll. In my reading of the bill I don't see where we have those specifics with respect to the American conservation.

Senator WALLOP. I guess I'm suggesting to you now that we forget about the reading of the bill and look more to the philosophical concept because given where Congress is at this time, it's not likely that we will have specific action on this bill and I'm trying to lay groundwork now, I don't mean to describe something in Senator Moynihan's absence or others' absence, but perhaps a more thought-out program because frankly, some of the job skills that are created in targeted programs, are just not so damn skillful, and one of the best things that people can learn is how to work. One of the best places to learn how to work is in the forest, in the parks, and other things where you have to show up and you have to sweat and you have to spend a little time out of doors. And that's what I mean by a job skill, first and foremost to me is knowing how to work and hold a job. That is one of the goals that I would like to see and work as we go down the road. And as I stated before, I admire the concept that is in here and I think there is benefit to the country in the concept. I don't think the mechanisms that are established in this bill are satisfactory mechanisms and that we ought to pause and take time to see if we cannot create those mechanisms.

I realize that you cannot speak for the administration here, but it would be my hope that we might go back to this drawing board between Congresses and try to come up with something that is of genuine benefit because another job skill that is a refreshed mind, and a mind that is taken out of the ghetto and out of the problems of high density, unemployment and inner-city problems, and is put to work in a new environment. OK, so you may never again be called on to use an ax or a shovel, but you have learned labor.

We may be able to do something quite beneficial for the country, and as I said before, I have problems with the exact structure that is laid here. I would just hope that we can perhaps take advantage of the passage of time and maybe look again and see if there isn't something that can be done along this line that's of genuine benefit.

Mr. HITE. Mr. Chairman, I agree with you. With respect to our participation in the Youth Corps and the Young Adult Corps, I am sure that you would find us in a cooperative posture to think through a plan that doesn't have perhaps the budgetary impact that this plan does, because these funds, the timber sales, and you know this, and the revenues that are cited, they normally go to general funds to be reapplied, and so there will be a burden.

Senator WALLOP. I have been one of those that have been of the opinion that timber sales, the funds from timber sales probably do not, well, that's another issue for another time.

I thank you very much.

Senator Jackson.

STATEMENT OF HON. HENRY M. JACKSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

Senator JACKSON. Might I make a brief comment, Mr. Chairman?

I, of course, feel very strongly about the legislation that passed the House, 291 to 102 with strong bipartisan support. I helped put together the Youth Conservation Corps in 1970 which came out of this committee with very strong support.

Senator WALLOP. Could you indulge me and our colleague? Congressman Regula is here. If we could just ask him if he could make whatever remarks he wants to.

Senator JACKSON. Before the Congressman begins, I want to place in the record, Mr. Chairman, a statement prepared by Percy P. Bell from Seattle, Wash. Mr. Bell, are you here? Mr. Bell, Mr. Chairman, served in the CCC and then went into the Army, served in World War II, like so many, and came out a lieutenant colonel. He was a distinguished athlete at the University of Oregon. He is now 79 years of age and made the trip all the way back on his own to support this legislation. I'd like to add his statement. Include it following my statement.

[The prepared statements of Senator Jackson and Mr. Bell follow:]

STATEMENT OF SENATOR JACKSON

Mr. Chairman, I want to begin by expressing my thanks to you for holding this hearing today. We all know how busy things are around here at the end of the Congress, and I appreciate your working this hearing into an already very full Subcommittee schedule.

As my colleagues know, I have been a long-time supporter of programs such as this. The Youth Conservation Corps and the Young Adult Conservation Corps, programs on which the American Conservation Corps is based, were originally sponsored by me in the Senate.

Both the YCC and the YACC have been tremendously popular programs which have contributed significantly to the protection, maintenance and rehabilitation of the public lands. These programs are also cost effective. The YCC, established in 1970, returned $1.04 in conservation work for each dollar expended. The YACC, established in 1977, returned $1.20 for each dollar expended.

Unfortunately, both of the programs have been targeted for elimination by the Reagan Administration. Despite the success of these programs, despite the unprecedented high rates of youth unemployment, and despite the ever-growing backlog of conservation-related projects that need doing, the Administration continues to oppose these programs and is opposed to the bill before us today.

Publicly owned lands and resources, both urban and rural, have become subject to increasing use and resource production demands. The Bureau of Land Management has reported that 135 million acres of rangeland are in substandard condition, and another 63 million acres suffer from significant soil erosion. Deterioration of lands, resources, and facilities have affected Federal, State, and local parks, wildlife refuges, forests, water resources, fishery facilities, historic and cultural sites, and community facilities.

At the same time, unemployment has risen dramatically, particularly among the youth population. The Bureau of Labor Statistics reports that total national unemployment has now reached almost 10 percent, while youth unemployment is 22 percent and minority youth unemployment is over 46 percent.

The concept embodied in this legislation is as valid today as it was in the 1930's when the old Civilian Conservation Corps was established. People are out of work in near-record numbers, and there is a significant and growing backlog of conservation-related work that needs doing. I hope that the Congress responds favorably and can enact this bill before the end of this Congress.

Statement of Percy B. Bell

My name is Percy B. Bell, I live at 6189 NE. 187th Place, Seattle, WA 98755. My telephone number is (206) 486-3033. I have been a resident of the 1st Congressional District, State of Washington since 1953. During my 79 years of living I have been involved in a wide variety of work experiences.

White Pine Blister Rust Control 2 summers and 15 months as a junior chemist.

Ten years as a Methodist Missionary teaching in and supervising schools.

Two and one half years the educational advisor in three CCC Camps.

Four years active duty during WW II and 16 years as an officer in the U.S. Army. Retired as a lieutenant colonel.

Nineteen years as a vocational counselor and director of the counseling section of the Seattle regional office of the Veterans Administration.

Nearly five years as a director of a national research project involving ten projects in seven States. This project related to the rehabilitation of Federal prisioners.

Four years as a director of job therapy, local rehabilitation program, based in the Seattle area.

Eight years as director of the Eastside and King County Retired Senior Volunteer Programs involving up to 2,000 volunteers in over 100 agencies, I retired last year at age 78.

My experience with the CCC causes me to express myself in support of the proposed American Conservation Corps (ACC). I believe my experience as a staff CCC camp officer was fairly typical. That experience helped me prepare for service as an Army officer and for civilian pursuits following my period of active duty.

As much as camp staff benefited by the experience the far greater benefit came to the enrollees. They came to us from the streets of New York, New Jersey, Seattle, Tacoma and many cities across the Nation. They had been poorly fed and many families needed help to meet the bare necessities of living. As with the situation today jobs were scarce and youth unemployment was extremely high. They were ready and anxious to work even though untrained and needed that work to help with family support.

Work in over national, State, and private forests and parks needed to be done. Soil Conservation, Bureau of Reclamation projects and Indian reservations had long been neglected and needed the manpower that was available in the CCC. Trails were cleared, bridges and dams constructed, trees for reforestation and protective windbreaks were planted and soil saving terracing was completed. Forest and park buildings and housing on Indian reservations were erected. After 50 years the results of these projects are still visible and many are still in use. These, however, need renovation and modernization.

As in the 1930's the greatest need is to give our youth an opportunity to learn skills on which the future can be built. The challenge of practical learning on the job is what will make our young people the men and women of tomorrow.

The ACC is needed and I urge the whole hearted support of S. bill 2061.

When passed I hope provision will be made for the following.

1. That enrollees be involved in building their own camps. They would then have a sense of pride of ownership.
2. Off duty learning opportunities both in camp and in community schools be provided.
3. Opportunity for advancement providing rewards for good work.
4. Sharing earnings with those at home giving the enrollee a sense of helping his family.
5. Agency crew foreman and project supervisors be selected from (a) local experienced persons, (b) military retirees, (c) unemployed reservists, (d) senior citizens.
6. Considerable opportunity for on the job skill instruction and safety training.

As a nation we cannot afford to let our young people grow up without work skills.

STATEMENT BY HON. RALPH REGULA, A U.S. REPRESENTATIVE FROM THE STATE OF OHIO

Mr. REGULA. Thank you, Mr. Chairman, I appreciate your taking my remarks at this time. We have a continuing resolution on the floor of the House and we'll probably be getting a vote very shortly.

I'll just summarize my testimony to save time.

In essence I support the concept of this. I voted for Mr. Seiberling's bill, but I would like to suggest, and I outlined this in the testimony, some possible changes. First of all I don't believe it should be limited to disadvantaged youth because it seems to me that the mix that we get by having individuals come from every strata or walk of life gives the program a greater beneficial impact. And certainly the interaction among the individuals participating would be strengthened by that kind of an approach. Perhaps it could be limited to 60 percent. I would suggest not 100 percent.

And in Ohio our experience has been as evidenced by comments by the DNR, the department of natural resources, that there is a value of having young people from every possible social environment.

Second, I would suggest that perhaps the States ought to have a greater participation. Maybe a 50-50 mix rather than such a strong amount of Federal contribution because then the State would be involved with more enthusiasm and certainly the projects would be more beneficial in that the States would be required to give stronger evidence of their desire to support these programs.

Third, I would suggest that we ought to consider commuter type programs to expand the number of people involved without a great amount of expenditure of funds. It seems to me in most instances if you could avoid a Presidential type program we could get a lot more projects for the dollars available, and I'd like to see consideration given to that. I think the problem areas are largely in the big urban centers and there probably are enough projects nearby, trail building, forestry, et cetera, that could be done on a commuter basis, and thereby avoiding the tremendous overhead that goes with maintaining residential facilities as has been the case in the past.

So I just offer these suggestions as a means of making the program reach more people with a limited number of dollars that are obviously going to be available for a program of this type. Conceptually I think it's a great idea that has worked well in the past. The evidence in Ohio has been we have a lot of constructive programs and therefore we search for ways to do this within the range of our ability to finance a program of this type.

Senator **Jackson**. I want to commend the Congressman for his statement, with special reference to a need for a balance or a mix. We learned from testimony at our hearings that we could help the disadvantaged a lot more if they could associate with youngsters who have had advantages; that is, they would learn from those who come from middle- and upper-middle-class families. That was one of the purposes of the program. And the reports that I have had over a period of years maintain that this was extremely helpful. The Job Corps ran into a lot of problems; the kids got into trouble because they're all dead end kids. You need a balance, a mix so that both advantaged and disadvantaged youth can share in learning from each other. Youth who come from affluent families should know about the poverty and the disadvantaged in this country and vice versa. That was the main thrust and one of the more, shall we say, hotly debated issues. And I'm more convinced than ever that that kind of a mix gives a better program.

Mr. **Regula**. It would give more appreciation to the affluent young people in the environmental values because while they may be affluent, they may, in many instances, be from an urban experience where they have no understanding of the environmental impact of forestry and parks, et cetera.

Senator **Wallop**. I want to add my compliments to you. I believe that, or I hope one of the results of this hearing is that we get some broader view of what everyone sees as a useful concept so we might make it something that is not just another program that takes care of a problem by pushing it under a carpet for a little while. Perhaps design a program where there is a genuine benefit.

I thank you for coming.

[The prepared statement of Mr. Regula follows:]

SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES

SUBCOMMITTEE ON PUBLIC LAND AND RESERVED WATER

Statement by the Honorable Ralph Regula

September 22, 1982

Mr. Chairman, thank you for the opportunity to testify concerning HR 4861, a bill to establish the American Conservation Corps. As you know, the bill passed the House June 9 under suspension of the rules and thus was not amendable. At the time, I indicated to the bill's author, John Seiberling, that while I supported the legislation there were some modifications I would like to propose. The changes I will offer for your consideration would broaden the programs applications, as well as reduce its cost, hopefully making it more palatable to the Administration which is opposed to the legislation as it passed the House.

I strongly support the concept and goals of this bill -- to provide a meaningful employment and training program for young people, while at the same time accomplishing some much needed maintenance and conservation projects. While unemployment, a postwar record high, is a serious problem throughout the labor force, for the youth of this country, it is devastating. In July 1982, the unemployment rate for 16-19 year olds was 24.1%, more than twice the average for the labor force as a whole. I strongly believe our young people are our most valuable national asset. We must invest wisely today to insure their future tomorrow. The American Conservation Corps represents one such investment.

As I understand it HR 4861 as passed by the House specifically targets program funds to disadvantaged youth and youths from areas with high unemployment. The Administration has objected to the former Youth Conservation Corps program, in part, because it was not targeted and for this reason I support some targeting. However, to completely restrict the program only to the disadvantaged or those from areas of high unemployment threatens to undermine one of what proved to be the YCC's greatest assets, the diversity of its participants.

In a report of the Ohio Department of Natural Resources on the YCC program in Ohio, they comment on this aspect of the program: "A foundation of sharing is established among young people of all races and from the full range of economic circumstances, religous and social background. These differences come to be respected, even cherished."

This aspect of the program was also praised by many former participants. Commented one former YCCer, "I worked with people from every walk of life and learned a lot of valuable lessons that only experience can teach."

This mingling of people from diverse economic and social backgrounds is one of the intangible benefits of such a program that cannot be measured in dollars and cents. By fully targeting this program, it will lose this valuable benefit.

As an alternative, I would recommend that at least 60 percent of the participants be selected from disadvantaged, low-income, high unemployment areas. While adding an important needs test, along with retaining some of the former YCC programs' random selection process, we insure that participants come from the broadest possible range of religious, ethnic, social and economic backgrounds, further enhancing the education and social growth of participants.

Another of the Administration's objections to the old YCC program has stemmed from its high per participant cost. As passed by the house, H.R. 4861 does not address these objections and I fear could greatly increase program costs. To save money and at the same time allow the maximum amount of participation, I recommend limiting the program to non-residential centers. According to Interior and Forest Service reports on the YCC program, costs per youth averaged $760 more in the residential camps than in the non-residential programs.

I realize that not everyone lives within an easy communting distance of our national parks or forest lands. For this reason, I would advocate increasing the state grants program. In the House-passed bill only 35% of the funds would be allocated to state program agencies. I recommend increasing this allotment to 50%.

Many projects envisioned by this legislation, such as trail construction, planting trees, land reclamation, erosion control, historic preservation, and development and maintenance of recreation facilities can be carried out at a variety of locations across the country. I am confident that given some discretion and federal support, the states will find creative and innovative, yet productive, means to employ YCC participants.

At the same time, I would advocate increasing the matching requirement from 15% to 50%. When Ohio became the first state in the nation to take on the challenge of a state-run YCC program in 1974, the required match was 50-50. That was soon changed to 80% federal and 20% state, however, given budgetary constraints and the Administration's opposition to this program, I think we must employ every means possible to hold down program costs.

Also the House-passed bill establishes wage rates for enrollees at not less than federal minimum wage. Again to save money and simplify administration, I believe uniform wages for all enrollees should be set at the prevailing minimum wage.

If the YCC program is an example, then we can look forward to a great deal of valuable conservation projects being accomplished by American Conservation Corps participants. But the accomploshments of such a program go far beyond a mere listing of projects completed. There is something beyond the wood lots that are cleared, the nature trails constructed, the litter cleaned up -- something that cannot be catalogued. Former YCC participants came away from the program with a sense of pride in their work, a new awareness of their environment and many new friendships. I expect similar worthwhile accomplishments from the new YCC program I hope we establish with the passage of this bill.

As the bill now stanes, I fear the Administration would oppose its enactment. I am recommending these changes in an effort to achieve an acceptable compromise and get on with the creation of a cost-effective investment in the youth of our country and the conservation of our natural resources.

I thank the subcommitte for this opportunity to appear before you and share my concerns about this important legislation.

Senator WALLOP. I thank the panel from the administration, and we'll be back and talking on other philosophical terms on how we might arrive at some of these goals.

The next is a panel consisting of Calvin Hill accompanied by Joseph Downs and Barry Tindall, Conrad Wirth, and Sydney Howe, and Raymond Burr.

I would remind you of the time constraints, because there are others here.

STATEMENT OF CALVIN HILL, MEMBER AT LARGE, FAIRFAX COUNTY PARK AUTHORITY, MEMBER, NATIONAL RECREATION & PARK ASSOCIATION, FAIRFAX, VA., ACCOMPANIED BY JOSEPH DOWNS, DIRECTOR, FAIRFAX COUNTY PARK AUTHORITY; AND BARRY TINDALL, DIRECTOR, PUBLIC AFFAIRS, NATIONAL RECREATION & PARK ASSOCIATION, ALEXANDRIA, VA.

Mr. HILL. Thank you very much.

I must admit I was somewhat concerned knowing that another member of the subcommittee was from the University in Boston, Harvard.

I am here with two people today, Joseph Downs to my right, director of the Fairfax County Park Authority, and Barry Tindall, of public affairs for the National Recreation and Park Association.

We believe the primary objective of S. 2061, the conservation rehabilitation and improvement of public lands and resources can be achieved well providing an important moment in career development opportunities for both disadvantaged and other youth. The administration continues to argue that job placement for participation in youth oriented conservation programs is relatively poor when compared to other job training programs. In addition the administration maintains that such programs must concentrate on conservation work of lower priority than that which is conducted through other programs. The administration would have the Congress believe that any work-related Federal program which is not exclusively targeted to serve disadvantaged youth is duplicative of those that do, and therefore, superfluous.

The association rejects these arguments. While job placement is an important consideration in conservation programs, it is not the only consideration. The fact is these conservation programs are a good investment. The Youth Conservation Corps, established in 1970, returned $1.04 in conservation work for each Federal dollar expended. The Young Adult Conservation Corps, established in 1977, returned $1.20 for each dollar expended.

Under the nebulous banner of budget restraint and economic recovery, the administration suggests that we cannot afford such profitable programs that do not further inflate the Federal work force. NRPA suggests that potential job placement generated by these conservation programs is an added bonus which should not be used as the sole yardstick to evaluate the proposed ACC. If passed into law, the specter of job placement percentages will undoubtedly return to haunt the ACC in the appropriations process. Once again, opponents to these conservation programs will force the unfair comparison with Federal employment programs.

To assume, as the administration does, that conservation programs necessarily involve lower priority tasks, reflects an attitude regarding youth employment which must be discouraged. To the greatest extent possible, these young workers should be integrated into the ongoing programs of any sponsoring agency. Such integration assumes an appropriate amount of job training on the part of the sponsoring agency. As a result, training should be reasonably covered as an allowable program cost. Such skill training is a highly significant component of any conservation employment program, because it may lead to career opportunities for youth.

To assume that anyone can perform conservation/rehabilitation work without regard for their social, economic, or educational background is erroneous. To do so, will reduce the proposed conservation/rehabilitation effort to an ineffective "make work" program. Absent a significant skill training component, which integrates youth into the mainstream of agency conservation efforts, perceptions of inadequacy vis-a-vis youth and the job market will be underscored. To insure such skill training and integration of youth into ongoing conservation and rehabilitation efforts, we suggest that sponsoring agencies be required to develop the employment potential of ACC enrollees for their regular work force and other potential job opportunities.

The education and placement provisions of the existing bill should be strengthened to require commitment to skill training and from sponsoring agencies. In addition, the academic credit provisions of the bill should utilize the personnel and resources of educational institutions which currently provide training in conservation/rehabilitation work. The National Recreation and Park Association presently accredits postsecondary institutions in recreation and park resource management. These accredited and other institutions can play a significant role in addressing the conservation/employment training concerns of the proposed ACC program. Many of these institutions also currently provide technical assistance to public recreation and park agencies, thus offering other opportunities for education and training. This educational setting may be particularly suited for some of the proposed conservation centers. In addition, exposure to skill training in such an environment may encourage enrollees to pursue further training in recreation and park management, resource conservation/rehabilitation work generally, or a related area.

In our view, the conservation/rehabilitation objectives of S. 2061 can stand on their own merit without necessarily imposing a social value litmus test based upon job placement percentages. On the other hand, conservation and youth employment objectives expressed in S. 2061 are not mutually exclusive; they can both be addressed by the proposed ACC program. Based upon what we have learned from such programs as the CCC, YCC, YACC, and the Job Corps, we should be able to fashion a program that complements, rather than competes with Federal programs targeted expressly for the disadvantaged.

What work needs to be accomplished? We hear frequently about the threats to the national parks and other Federal public land conservation needs. Clearly, persons associated with this program can and should contribute importantly to the improvement of these resources. The subcommittee should also be aware of other conservation/rehabilitation needs. For instance, a 1980 survey by the association revealed that, in the 1980–85 period, local park and recreation agencies expect capital development needs to exceed $11.5 billion, with more than $7 billion required for new capital investments, and $4.3 billion needed for the rehabilitation of existing facilities. Rehabilitation needs are, of course, focused on the older American cities, which also have the highest youth unemployment statistics. Indicative of the fiscal distress in many local governments, some 37 percent of the rehabilitation costs were, at the time of the survey, to be requested from a variety of Federal sources.

It is far too easy to say that something cannot be done, or that the budget will not allow for such expenditures. To paraphrase a local commercial you can pay now or pay later. I believe the Nation will ultimately pay for neglecting the problems existing on public lands and the problems of unemployed youth. The price for inaction now on both may—from a personal standpoint I'd like to say as a student of history at Yale, I learned that the CCC created hope. I think there are a lot of people now walking the streets, unemployed youth, and my job as a football player during the last 13 years has gotten me into contact with a lot of these disadvantaged youth, but advantaged youth too, and I think now as much as any time in our history they need hope. And action I think will help distinguish that hope.

This completes my prepared remarks and I certainly thank you for the opportunity to speak before you.

[The prepared statement of Mr. Hill follows:]

STATEMENT OF
NATIONAL RECREATION AND PARK ASSOCIATION
BEFORE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
U.S. SENATE
ON
S. 2061 AND RELATED PROPOSALS
SEPTEMBER 22, 1982

Mr. Chairman, members of the subcommittee, my name is Calvin Hill. I am a member-at-large of the Fairfax County Park Authority and a member of the National Recreation and Park Association. I am appearing today on behalf of the association, and in support of legislation to establish the American Conservation Corps. Accompanying me today are Joseph Downs, director of the park authority, and Barry Tindall, director of public affairs for the association.

The National Recreation and Park Association represents more than 15,000 individuals, the majority of whom are associated with public agencies and, thus, directly involved in the development of policy and the planning, management, and administration of park and recreation systems and programs. Association functions include the review of national policy issues, and the provision of education, research, and training opportunities.

We believe that the primary objective of S. 2061, the conservation, rehabilitation, and improvement of public land resources, can be achieved while providing important employment and career development opportunities for disadvantaged, as well as other youth. We recognize, however, that these dual purposes will inevitably force unfair comparisons between the proposed American Conservation Corps and other federal job training programs.

As indicated by Secretary of Agriculture Block's comments on this legislation, the Administration continues to argue that job placement for participants in youth-oriented conservation programs is relatively poor when compared with other job training programs. In addition, the Administration maintains that such programs must concentrate on conservation work of lower priority than that which is conducted through other programs. The Administration would have the Congress believe that any work-related federal program which is not exclusively targeted to serve disadvantaged youth is duplicative of those that do, and therefore, superfluous.

The association rejects these arguments. While job placement is an important consideration in conservation programs, it is not the only consideration. The fact is these conservation programs are a good investment. The Youth Conservation Corps, established in 1970, returned $1.04 in conservation work for each federal dollar expended. The Young Adult Conservation Corps, established in 1977, returned $1.20 for each dollar expended.

Under the nebulous banner of budget restraint and economic recovery, the Administration suggests that we can not afford such profitable programs that do not further inflate the federal work force. NRPA suggests that potential job placement generated by these conservation programs is an added bonus which should not be used as the sole yardstick to evaluate the proposed ACC. If passed into law, the spectre of job placement percentages will undoubtedly return to haunt the ACC in the appropriations process. Once again, opponents to these conservation programs will force the unfair comparison with federal employment programs.

To assume, as the Administration does, that conservation programs necessarily involve lower priority tasks, reflects an attitude regarding youth employment which must be discouraged. To the greatest extent possible, these young workers should be integrated into the ongoing programs of any sponsoring agency. Such integration assumes an appropriate amount of job training on the part of the sponsoring agency. As a result, training should be reasonably covered as an allowable program cost. Such skill training is a highly significant component of any conservation employment program, because it may lead to career opportunities for youth.

To assume that anyone can perform conservation/rehabilitation work without regard for their social, economic, or educational background is erroneous. To do so, will reduce the proposed conservation/rehabilitation effort to an ineffective "make work" program. Absent a significant skill training component, which integrates youth into the mainstream of agency conservation efforts, perceptions of inadequacy vis a vis youth and the job market will be underscored. To ensure such skill training and integration of youth into ongoing conservation and rehabilitation efforts, we suggest that sponsoring agencies be required to develop the employment potential of ACC enrollees for their regular work force and other potential job opportunities.

- The education and placement provisions of the existing bill should be strengthened to require a substantive commitment to skill training from sponsoring agencies. In addition, the academic credit provisions of the bill should utilize the personnel and resources of educational institutions which currently provide training in conservation/rehabilitation work. The National Recreation and Park Association presently accredits post-secondary institutions in recreation and park resource management. These accredited and other institutions can play a significant role in addressing the conservation/employment training concerns of the proposed ACC program. Many of these institutions also currently provide technical assistance to public recreation and park agencies, thus offering other opportunities for education and training. This educational setting may be particularly suited for some of the proposed conservation centers. In addition, exposure to skill training in such an environment may encourage enrollees to pursue further training in recreation and park management, resource conservation/rehabilitation work generally, or a related area.

In our view, the conservation/rehabilitation objectives of S. 2061 can stand on their own merit without necessarily imposing a social value litmus test based upon job placement percentages. On the other hand, conservation and youth employment objectives expressed in S. 2061 are not mutually exclusive; they can both be addressed by the proposed ACC program. Based upon what we have learned from such programs as the CCC, YCC, YACC, and the Job Corps, we should be able to fashion a program that complements, rather than competes with federal programs targeted expressly for the disadvantaged.

What work needs to be accomplished? We hear frequently about the "threats" to the national parks and other federal public land conservation needs. Clearly, persons associated with this program can and should contribute importantly to the improvement of these resources. The subcommittee should also be aware of other conservation/rehabilitation needs. For instance, a 1980 survey by the association revealed that, in the 1980-1985 period, local park and recreation agencies expect capital development needs to exceed $11.5 billion, with more than $7 billion required for new capital investments, and $4.3 billion needed for the rehabilitation of existing facilities. Rehabilitation needs are, of course, focused on the older American cities, which also have the highest youth unemployment statistics. Indicative of the fiscal distress in many local governments, some 37 percent of the rehabilitation costs were, at the time of the survey, to be requested from a variety of federal sources.

It is far too easy to say that something cannot be done, or that the budget will not allow for such expenditures. Despite such rationalizations, the nation will ultimately pay the price for neglecting the problems existing on public lands and the problem of unemployed youth. The price paid for inaction on both will likely be much greater in the long run.

This completes our prepared remarks. We would be pleased to respond to any questions the subcommittee may have.

Thank you.

Senator WALLOP. Thank you very much Mr. Hill.

STATEMENT OF CONRAD WIRTH, PAST DIRECTOR, NATIONAL PARK SERVICE UNDER FRANKLIN ROOSEVELT, WASHINGTON, D.C.

Mr. WIRTH. Thank you Mr. Chairman.

I had short notice on this, and I wrote some things up in longhand here. I prefer to take advantage of your suggestion, or your decision, that the hearing be open for 10 days to write something, but I would like to say a few words now.

Senator WALLOP. By all means.

Mr. WIRTH. I came to the Government in 1928 and happened to be in the Park Service in the Interior Department in 1931, and I was one of 25 people that headed up the Park Service at that time. And this opened up, it came on awful fast. We didn't have much chance to do much training and there were a lot of people looking for work that were well qualified.

It took us from the 7th of April, we got orders from our President that we had to have the camps in place and working by July 1, 250,000 people working. We did it. We had it. When you're hungry you can do it. And I say this, this is by far one of the greatest CCC programs, one of the greatest conservation projects that this Nation or any other nation that I know of could undertake.

It was a three way proposition as far as results were concerned. It was not only a conservation program of natural resources, but of both human resources, and it was a great thing. And the third thing was they could cross the line and work together, and between departments they could raise the line and work together because there was the Advisory Council which Secretary Hickey has put me on for the CCC, the Department of Agriculture, the Department of the Interior, the then War Department, the Labor Department, and the then administration had representatives on it. There was a transfer between one and the other.

I know it can be started, I know it can be done, and there are plenty of people that I think could undertake this at the present time. And when you start talking of funds, there is a different value of money today than there was then, but the one thing that happened at that time, the President appointed one man, Bob Peckner, and he reported directly to the President and he had the smallest staff that I ever saw to run a project. The total cost on the money that was put up for the CCC was one-tenth of 1 percent of the total money went to the general overhead and the bureaus of the Government including Fish and Wildlife and Forest Service, a great number of them did an excellent job. We had camps out in your State, quite a few, and so did the Forest Service. They worked fine. And then out of that came a lot of doctors and people who went back to school after things got going, and a lot of them are in this room. I'd go to quite a few of the reunions every year. It was a Godsend. And I think there is a need for a Godsend now in some places.

I do want to make, if I could tell a short story on this, you have a Congressman from California, from Los Angeles, who was a fighter and they had boxing and he licked pretty near everybody in his camp and he was to move on to another location and fight and see what that outfit had. He couldn't get anybody to get in the ring with him. Finally he saw a little old fellow and asked him whether he wouldn't be his manager, and he finally convinced him of that, and he got into the ring, and within a minute this fellow that got in as his manager knocked him out and he told me that's the reason he decided to give up fighting and go into politics. And I got a picture, and I'm saying this because I'm not selling books, but I would like to leave a copy of the book which is entitled, "Politics of the People" because there are three chapters on the organizing and the cost and I think it would be a good reference matter for the committee and for the staff. If that is acceptable, I'd like to give that book and my statement.

Senator **WALLOP**. Thank you Mr. Wirth. We'll accept it not as part of the record but as part of the committee's files.

Mr. **WIRTH**. There's also in your files a report that I made to the Secretary in 1944 on the subject. I sent it up here to the committee when Scoop Jackson's committee was considering the program. I think it's in the file and it's more complete than the book because it gives a report to the superior.

Senator **WALLOP**. Thank you very much.

[Subsequent to the hearing Mr. Wirth submitted the following:]

Conrad L. Wirth
9633 East Bexhill Drive
Kensington, Maryland 20795

October 7, 1982

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The Honorable Malcolm Wallop
Chairman, Subcommittee on Public Lands
and Reserve Waters of the Energy and
Natural Resources Committee
The Senate Office Building
Washington, D.C. 20510

Dear Mr. Wallop:

I appeared before the subcommittee on Public Lands and Reserve Waters of the Energy and Natural Resources Committee of the Senate on September 22, 1982 in reference to S 2061 and HR 4861 dealing with the proposed American Conservation Corps. Due to the short time that I had to draft up a written report, you, the Chairman, granted me time to submit this letter and the attachments for inclusion in the record.

My interest in the Conservation Corps is very deep. I was a Federal Civil Service employee from 1928 to 1964. During that time, I was with the National Park Service as Assistant Director in charge of the Branch of Lands from 1931 to 1951 and I retired from the National Park Service after serving twelve years as its Director in January 1964.

I do not belong to either political party as I felt that a career Civil Service employee of the Federal government should not take any part in the political structure of our government. As Director of the Park Service I served under four Secretaries, Oscar Chapman, Doug McKay, Fred Seton, and Stew Udall. Certainly I voted, I voted for the individuals whom I thought best qualified to hold office. I give you this information because I think it is important to what I have to say about the proposed CCC program.

The CCC was introduced into Congress on March 13, 1933. It took eighteen days to become law. The President signed it on March 31, 1933. We were ordered to have 250,000 enrollees between the ages of 18 to 25 and 50,000 veterans in 200-man camps and working by July 1, 1933. We did it! CCC was one, if not the best, conservation programs this country, or any other country that I know of, ever had. Why? I refer you to the attached copies of portions taken from the First Report of Director Robert Fechner to the President of the United States dated September 30, 1933. And second, to give a better idea of what was accomplished in the nine years and three months that the CCC existed, I refer you to portions of the Final Report for the Fiscal Year 1942 made by the then Director, James McEntee, Bob Fechner having died in December, 1939 and the part played by the various departments, Labor, War Department as it was called at that time, Interior, Agriculture, and the Veterans Administration. Also, I am sure the minutes of the subcommittee will show that I left a copy of a book I wrote entitled, Parks, Politics and the People. The pages from 65 through 208 state fairly well just what the CCC camps accomplished that were assigned to the National Park Service and their work with national, state and local parks and recreational areas. There is also submitted with this letter dated January 1944, a copy of my final report to the Secretary of the Department of Interior, Harold Ickes. This report included a brief statement by all bureaus of the Department.

Now I have a few points here that I would like to emphasize because they are basic and made the CCC a sensible, flexible and highly successful program that it was.

1. It brought together the federal and state agencies and yet provided that each carry out its own responsibility and at the same time carry out a national plan they agreed with. For instance, in the first six- month period the National Park Service, with only three months to set up a working relationship with the states, requested and got 70 camps for national parks and 102 for state parks. And then in the second six-month period the national parks had 102, 200-man camps and the states had 263. And then in the third six month period, that was the beginning of the second year, the national parks had 115 camps and the state parks had 475. The states ran their own camps, the National Park Service helped them get the camps and gave consultation.

2. CCC camp became so popular that the states thought they had to establish state park systems, which we wanted them to do, rather than handing their areas to the National Park system. We helped nineteen states draw up their first state park legislation which passed without any trouble. The State of Virginia had one little park down near Richmond when CCC started. Practically all their park land was donated to the state by their people in compliance with an overall masterplan of the state. They have one of the best state park systems in the country.

3. Director Fechner kept his organization very small, just large enough to establish policies and coordinate the work between agencies and did not interfere with the responsibilities placed on the departments and their bureaus by Acts of Congress. For instance, in 1939 when the national parks had 83 camps and the states had 227, I might say this is really the beginning of the cut-down due to jobs becoming available and the feeling of war coming on, his office had only seven-tenths of 1% of the total costs of the CCC program for that year.

4. One of the very important things about the CCC is this, that the families of the people enrolled in the CCC had to be in need for financial help. They were enrolled for six months at a time and no enrollee could serve more than four six-month periods. Actually, the average of all enrollees during the CCC program was nine months. While enrolled, they could keep $5.00 of the $30.00 they earned per month, the rest had to be sent home. The question of getting super-

visors was no problem. There were many well-qualified people who were glad to take a foreman's job in a CCC camp. The CCC varied in accordance with the need of money by the families and as they learned the trade in the camp with machinery of various kinds, and working under good, professional supervisors with opportunity to study and build themselves up physically, they became available and qualified for jobs with the return of private enterprise as the depression gradually receded. They were proud of having been a CCC boy and proud of the many things they constructed which are still standing and being used. The CCC varied in strength. It started out in 1933. By September 30th of that period we had 1,477 camps. The high point was reached in 1935 with 2,916 camps and then in 1941 the CCC dropped to 1,508 and in '42 to 487 with quite a few of those camps on military reservations.

5. The money allotted to the CCC was what you would call relief funds only. In one way it had a bad long range affect on the bureaus because when they had CCC they got very little if any direct basic appropriation so when the CCC folded and the war was ahead of us, the bureaus found themselves with bigger developed park systems, etc. and funds about the same as ten years earlier as a base which was being cut for war purposes.

6. One of the real great things that made the CCC program such a success was the way in which the money was distributed. Each camp had its allotment of funds and they were expended in the vicinity of the camps. In other words, a good part of the operating and maintenance of tools and equipment was spent out in the grass roots of communities rather than higher up in our commercial structure.

7. At the hearing, I heard one of the witnesses make a statement that it would take two years to train a staff to run such an organization and would cost millions of dollars. I don't know who it was but I think it was someone from the Budget Bureau. It was the kind of point one would try to sell if you were against it. My answer is that if we did it in 90 days back in 1933 you can do it again if you want to and if you don't load the authorization with a lot of "ifs" and "ands."

I would like to see a CCC type of organization established as a temporary standby that could be enlarged as necessary and be deflated when things are going along at a normal rate. Such an arrangement would require very little overhead. They would assign its manpower to establish agencies that would use them as needed and when unemployment is low they would close down and keep very few people. In this way the regular agencies with steady responsibilities could be kept at normal size and not get involved taking on a lot of people and then having to fire them. In otherwords, it's like having a spare tire in an automobile.

I also realize there is, thank goodness, the question of politics. That is to say, the CCC was a Democratic project and this is a Republican

Administration. However, both parties main objective is to do what is the best for our country. If CCC is a good thing for the country, and I think it is and I am not the only one, why can't the present Administration bring the CCC back in and improve on it so as to have it on a permanent standby basis to be brought in use whenever we need it. That is the basis of insurance, military, etc.

Just in passing, President Hoover had a small Public Works Program going before President Roosevelt. They both had an idea; one had a split Congress and the other didn't. I believe that the majority in both the Senate and House of Representatives want the CCC program. I hope the Administration will see the light. It is for the good of our nation.

Very sincerely yours,

Conrad L. Wirth

Conrad L. Wirth
Former Department of Interior
Representative on the
CCC Advisory Council

Senator **Wallop**. Senator Mathias is here. Do you have a statement?

Senator **Mathias**. Mr. Chairman, I wouldn't want to trespass on Conrad Wirth's time.

Senator **Wallop**. His time has trespassed upon itself.

Senator **Mathias**. His experience in the field is worth a great deal. But I do have a statement.

STATEMENT OF HON. CHARLES McC. MATHIAS, JR., A U.S. SENATOR FROM THE STATE OF MARYLAND

Senator **Mathias**. It is a pleasure to be here today to discuss S. 2061, the Public Lands Conservation Rehabilitation, and Improvement Act of 1982. The need for this legislation, which Senator Moynihan and I introduced on February 3, 1982, has never been greater. It seeks to correct major problems facing our Nation today.

First, the bill directly addresses the deteriorating condition of our public lands and parks by establishing residential and nonresidential conservation centers to upgrade the country's natural and cultural resources. Millions of acres of public rangeland are in substandard condition, and millions more are experiencing severe soil erosion. Furthermore, national, State, and city parks are suffering from the effects of vastly increased public use, while the manpower and funds to deal with these effects are not forthcoming due to tightened budgets throughout all levels of government. Much needs to be done, especially in the conservation field. Activities such as reforestation, erosion and flood control, reclamation of strip-mined lands, and rangeland management would be promoted by enactment of this legislation.

Projects authorized under the bill would not, however, be limited to rural areas. Our towns and cities would also benefit through programs for harbor and port improvement, for repair and maintenance of city parks and community facilities, and for energy conservation. Priority would be given to projects which would provide satisfying work experience to the enrollees and long-term benefits to the public.

The beauty of this legislation is that while it addresses many of our environmental problems, it also addresses one of our most serious social problems—youth unemployment. We all know the depressing figures; 24 percent of all teenagers are unemployed while 51.4 percent of black teenagers are out of work. But stark as these numbers are, they cannot convey the human dimensions to this terrible problem. Unemployment diminishes the lives and aspirations not only of the unemployed and their families, but of all Americans. The Nation is poorer by virtue of the lack of goods and services produced, and by the social problems, including crime, which accompany high unemployment. We must regard unemployment in terms of its harmful effects on individuals and on our society to fully comprehend its devastation.

The bill Senator Moynihan and I introduced, along with its House counterpart, H.R. 4861, seeks to alleviate this deplorable situation by providing meaningful jobs on needed projects for young people aged 16 to 25. Preference is to be given to economically, socially, physically, and educationally disadvantaged youths, and to youths living in areas, both rural and urban, which have substantial unemployment. In addition, the program agencies, whether Federal, State, local or tribal governmental bodies or nonprofit organizations, would provide job guidance and placement information and assistance for enrollees. Program agencies are also authorized to provide certification of the skills acquired by the enrollees and to enter into arrangements with academic institutions to upgrade participants' literacy and employability skills during nonworking hours.

These provisions in S. 2061 and H.R. 4961 were made as part of a deliberate effort to benefit from experience with prior conservation corps programs. The Youth Conservation Corps (YCC) and the Young Adult Conservation Corps (YACC) were criticized for lacking such provisions.

I am convinced that this legislation will be cost-effective. Based on studies done on the YCC and the YACC, it is estimated that such program dollar expended will return more than $1 in vital conservation work. Of course, these figures do not reflect the gain in human terms to the enrollees, nor the benefits of reduced welfare and unemployment costs to our national and local economies. Furthermore, activities such as reforestation will increase our capital assets, thus returning even more money to the Treasury and ultimately to the taxpayer.

This program reflects the spirit of the old, but not forgotten, Civilian Conservation Corps (CCC), perhaps the most popular and successful public works program this country has ever known. With overall unemployment now at 9.8 percent, and minority youth unemployment at 51.6 percent, it is not hard to draw a parallel to the 1930's when the CCC was in full swing. The CCC put 2½ million people to work on neended public projects all across the country. The benefits to the Nation are still evident today. In fact, President Regan enjoys the fruits of the CCC's labors each time he visits Camp David. The concepts embodied in S. 2061 and H.R. 4861 are a proven success.

It is time for the Senate to act; the House has already passed H.R. 4861 by a resounding margin, reflecting true bipartisan support. I urge the members of this subcommittee, and the members of the full committee, to act with all possible speed in reporting out this necessary legislation.

This bill is not the final answer to youth unemployment. Other efforts are desperately needed, but passage of this legislation can play a significant role in easing a tragic situation.

Thank you, Mr. Chairman.

Senator WALLOP. Now Mr. Burr, I neglected to say when I called you to the table that you are accompanied by Mr. Joe Griggs who is first president.

Mr. WIRTH. I might say for the benefit of the Senator from Wyoming, the university out in Laramie is getting all my files; they're practically all packed. It's a little hard to dig into it.

Senator WALLOP. We don't want to do anything today to interfere with that.

Mr. Burr, I'm delighted to see you're out of your wheelchair. [Laughter.]

STATEMENT OF RAYMOND BURR, CIVILIAN CONSERVATION CORPS ALUMNI, GEYERSVILLE, CALIF.

Mr. Burr. Mr. Chairman, I return to it from time to time.

Mr. Chairman, I am an actor and I live in California and I'm very pleased to be here today on behalf of the National Association of Civilian Conservation Corps Alumni. I am an alumnus of the CCC of the 1930's. As a young man of 17 or 18 and even part of my 19th year, I worked in CCC camps on the Klamath River, which runs through Oregon and California, and in the Shasta and Mount Lassen areas of northern California.

Very distinguished men and women here today will provide their expertise on the latest figures concerning youth unemployment in America; they will, I am sure, tell the subcommittee about the cost-effectiveness of the proposed program; they will address themselves to the recruitment and targeting aspects—who would be in the proposed corps, and so forth. All important matters.

I would like to deal with other aspects. What is crucial, in my view, is that immediate attention must be paid to the needs, the saving if you will, of our forests and rivers and lakes and recreation areas, our mountains and parks and seas. We have left undone for far too great a time a long list of high-priority resource needs that should have been worked on down through the years. There is a dramatic and visible need for a new conservation corps to help save our resources. But far more important to me are the needs of our most vital resource, our youth—our young men and women.

Mr. Chairman, I identify these fundamental needs today because of what I learned in the CCC and later when I was employed by the U.S. Forest Service.

I learned how to fight fire, to build roads and dams and bridges. I learned how to plant trees and to care for trees that were already growing. I learned what a tree is. I learned the need to conserve water and to keep it pure. I learned a modicum of carpentry skills and construction skills. I was involved one winter on a snow survey to take samples of snow in a preordained course during the winter in order to predict whether there would be floods the next year or enough water for our watersheds. I learned how to administer first aid. I learned fireguard duty. In my time, fireguard duty was usually done by men alone. In today's world, many women are serving as fireguards. I also learned how to run a weather station, to teach, to be a leader.

But over and above these things, Mr. Chairman, I learned about this great country of ours. Here we were, people from all walks of life, gradually united as one. Young men from New York in Glacier Park; youngsters from New Jersey at Mount Hood in Oregon, and boys from Texas, in Wyoming and California. Our bodies were hardened and made healthy, our minds free, our self-respect returned. We learned trades and skills. More importantly, we learned about our country and about each other. We learned the meaning of hard work and the joy of a job well done. There were some who would have ended up in jail or prison or worse. Rather, we learned by working our land. For many in the CCC, this was our first home and our first real family. We formed lifelong friendships.

For over 40 years I have kept in touch with perhaps 35 or 40 of the men I worked with. Doctors and construction workers, lawyers and plumbers, businessmen and men who made great careers in the Forest Service, both State and Federal, and teachers, some of the greatest educators in this country. Above all, Mr. Chairman, it taught me the value of optimism, of hope, and of seeking new horizons. Recently I went back to Camp Whitmore east of Redding, Calif., where I was in charge of building a bridge in 1937. Well sir, that bridge is still there, still fulfilling this vital need. So all of the bending of steel, all of the mixing and pouring of concrete, all the carpentry work and the building to coffer dams, it was all worth it.

Today's world, although quite different from the world of the 1930's, has certainly the same needs and probably the same problems. I would have expected that the Civilian Conservation Corps would still be in existence had it not been for World War II. Thus, we have some 40 years to make up for and a backlog of problems to catch up on. Problems that should concern each and every one of us, each and every day. Democracy is, indeed, as the saying goes, unfinished business.

We have a great opportunity within our grasp. We need the conservation of our natural resources. We need the conservation of our young people. I do not despair of or for today's youth. Indeed, they are so far ahead of what we were in my day that it almost makes one wish he were born at a different time.

However, I am once again involved teaching university students and handicapped and, from time to time, disadvantaged young people.

In closing, just let me remind you that the Conservation Corps was involved in great projects, everlasting monuments if you will, such as the TVA, the great dams across the country, fire control centers, and so forth. There is a comparatively small piece of land to which great Presidents have gone to find answers and to confer with some of the top leaders of the world. That place is called Camp David. It's a bipartisan project if there ever was one. It was built, of course, by the Civilian Conservation Corps.

I would like to thank you and the subcommittee for allowing me to appear today.

[The prepared statement of Mr. Burr follows:]

TESTIMONY BY RAYMOND BURR, ACTOR
ON THE PROPOSED AMERICAN CONSERVATION CORPS (S-2061)
BEFORE THE SENATE SUBCOMMITTEE
ON PUBLIC LANDS & RESERVED WATER
SEPTEMBER 22, 1982

MR. CHAIRMAN, I AM RAYMOND BURR. I AM AN ACTOR AND I LIVE IN CALIFORNIA. I AM VERY PLEASED TO BE HERE TODAY ON BEHALF OF THE NATIONAL ASSOCIATION OF CIVILIAN CONSERVATION CORPS ALUMNI. I AM AN ALUMNUS OF THE CCC OF THE 1930's. AS A YOUNG MAN OF 17 OR 18, I WORKED IN CCC CAMPS ON THE KLAMATH RIVER, WHICH RUNS THROUGH OREGON AND CALIFORNIA, AND IN THE SHASTA AND MOUNT LASSEN AREAS OF NORTHERN CALIFORNIA.

VERY DISTINGUISHED MEN AND WOMEN HERE TODAY WILL PROVIDE THEIR EXPERTISE ON THE LATEST FIGURES CONCERNING YOUTH UNEMPLOYMENT IN AMERICA; THEY WILL, I AM SURE, TELL THE SUBCOMMITTEE ABOUT THE COST-EFFECTIVENESS OF THE PROPOSED PROGRAM; THEY WILL ADDRESS THEMSELVES TO THE RECRUITMENT AND TARGETING ASPECTS--WHO WOULD BE IN THE PROPOSED CORPS, ETC., ETC. ALL IMPORTANT MATTERS.

I WOULD LIKE TO DEAL WITH OTHER ASPECTS. WHAT IS CRUCIAL, IN MY VIEW, IS THAT IMMEDIATE ATTENTION MUST BE PAID TO THE NEEDS, THE SAVING IF YOU WILL, OF OUR FORESTS AND RIVERS AND LAKES AND RECREATION AREAS, OUR MOUNTAINS AND PARKS AND SEAS. WE HAVE LEFT UNDONE FOR FAR TOO GREAT A TIME A LONG LIST OF HIGH-PRIORITY RESOURCE NEEDS THAT SHOULD HAVE BEEN WORKED ON DOWN THROUGH THE YEARS. THERE IS A DRAMATIC AND VISIBLE NEED FOR A NEW CONSERVATION CORPS TO HELP SAVE OUR RESOURCES.

BUT FAR MORE IMPORTANT TO ME ARE THE NEEDS OF OUR MOST VITAL RESOURCE--OUR YOUTH. OUR YOUNG MEN AND WOMEN.

MR. CHAIRMAN, I IDENTIFY THESE FUNDAMENTAL NEEDS TODAY BECAUSE OF WHAT I LEARNED IN THE CCC AND LATER WHEN I WAS EMPLOYED BY THE US FOREST SERVICE.

I LEARNED HOW TO FIGHT FIRE, TO BUILD ROADS AND DAMS AND BRIDGES. I LEARNED HOW TO PLANT TREES AND TO CARE FOR TREES THAT WERE ALREADY GROWING. I LEARNED WHAT A TREE IS. I LEARNED THE NEED TO CONSERVE WATER AND TO KEEP IT PURE. I LEARNED A MODICUM OF CARPENTRY SKILLS AND CONSTRUCTION SKILLS. I WAS INVOLVED ONE WINTER ON A SNOW SURVEY TO TAKE SAMPLES OF SNOW IN A PRE-ORDAINED COURSE DURING THE WINTER IN ORDER TO PREDICT WHETHER THERE WOULD BE FLOODS THE NEXT YEAR OR ENOUGH WATER FOR OUR WATER SHEDS. I LEARNED HOW TO ADMINISTER FIRST AID. I LEARNED FIRE GUARD DUTY. IN MY TIME FIRE GUARD DUTY WAS USUALLY DONE BY MEN ALONE. IN TODAY'S WORLD MANY WOMEN ARE SERVING AS FIRE GUARDS. I ALSO LEARNED HOW TO RUN A WEATHER STATION, TO TEACH, TO BE A LEADER.

BUT OVER AND ABOVE THESE THINGS, MR. CHAIRMAN, I LEARNED ABOUT THIS GREAT COUNTRY OF OURS. HERE WE WERE, PEOPLE FROM ALL WALKS OF LIFE, GRADUALLY UNITED AS ONE. YOUNG MEN FROM NEW YORK IN GLACIER PARK; YOUNGSTERS FROM NEW JERSEY AT MOUNT HOOD IN OREGON, AND BOYS FROM TEXAS IN WYOMING AND CALIFORNIA. OUR BODIES WERE HARDENED AND MADE HEALTHY, OUR MINDS FREE, OUR SELF-RESPECT RETURNED. WE LEARNED TRADES AND SKILLS. MORE IMPORTANTLY, WE LEARNED ABOUT OUR COUNTRY AND ABOUT EACH OTHER. WE LEARNED THE MEANING OF HARD WORK AND THE JOY OF A JOB WELL DONE. THERE WERE SOME WHO WOULD HAVE ENDED UP IN JAIL OR PRISON OR WORSE. RATHER, WE LEARNED BY WORKING OUR LAND. FOR MANY IN THE CCC, THIS WAS OUR FIRST HOME AND OUR FIRST REAL FAMILY. WE FORMED LIFE-LONG FRIENDSHIPS.

FOR OVER 40 YEARS I HAVE KEPT IN TOUCH WITH PERHAPS 35 OR 40 OF THE MEN I WORKED WITH. DOCTORS AND CONSTRUCTION WORKERS, LAWYERS AND PLUMBERS, BUSINESSMEN AND MEN WHO MADE GREAT CAREERS IN THE FOREST SERVICE, BOTH STATE AND FEDERAL, AND TEACHERS--SOME OF THE GREATEST EDUCATORS IN THIS COUNTRY. ABOVE ALL, MR. CHAIRMAN, IT TAUGHT ME THE VALUE OF OPTIMISM, OF HOPE, AND OF SEEKING NEW HORIZONS. RECENTLY I WENT BACK TO CAMP WHITMORE EAST OF REDDING, CALIFORNIA, WHERE I WAS IN CHARGE OF BUILDING A BRIDGE IN 1937. WELL, SIR, THAT BRIDGE IS STILL THERE, STILL FULFILLING ITS VITAL NEED. SO ALL OF THE BENDING OF STEEL, ALL OF THE MIXING AND POURING OF CONCRETE, ALL THE CARPENTRY WORK AND THE BUILDING OF COFFER DAMS--IT WAS ALL WORTH IT!

TODAY'S WORLD, ALTHOUGH QUITE DIFFERENT FROM THE WORLD OF THE 30'S, HAS CERTAINLY THE SAME NEEDS AND PROBABLY THE SAME PROBLEMS. I WOULD HAVE EXPECTED THAT THE CIVILIAN CONSERVATION CORPS WOULD STILL BE IN EXISTENCE HAD IT NOT BEEN FOR WORLD WAR II. THUS, WE HAVE SOME 40 YEARS TO MAKE UP FOR AND A BACKLOG OF PROBLEMS TO CATCH UP ON. PROBLEMS THAT SHOULD CONCERN EACH AND EVERY ONE OF US, EACH AND EVERY DAY. DEMOCRACY IS, INDEED, AS THE SAYING GOES, UNFINISHED BUSINESS.

WE HAVE A GREAT OPPORTUNITY WITHIN OUR GRASP.

WE NEED THE CONSERVATION OF OUR NATURAL RESOURCES. WE NEED THE CONSERVATION OF OUR YOUNG PEOPLE. I DO NOT DESPAIR OF OR FOR TODAY'S YOUTH. INDEED, THEY ARE SO FAR AHEAD OF WHAT WE WERE IN MY DAY THAT IT ALMOST MAKES ONE WISH HE WERE BORN AT A DIFFERENT TIME.

HOWEVER, I AM ONCE AGAIN INVOLVED TEACHING UNIVERSITY STUDENTS AND HANDICAPPED AND, FROM TIME TO TIME, DISADVANTAGED YOUNG PEOPLE. I FIND MYSELF COMPLETELY AT ONE WITH THEM, ALTHOUGH THEIR ENERGY, IMAGINATION, AND INTELLIGENCE ASTONISH ME.

I CONSIDER THAT THE CIVILIAN CONSERVATION CORPS GAVE US A CHANCE FOR THE VERY HIGHEST LEVEL OF COMMUNICATION, NOT ONLY WITH THE WORLD OF THE FORESTS AND THE LAKES AND THE MOUNTAINS AND THE SEAS, BUT ALSO WITH EACH OTHER--ONE HUMAN BEING TO THE OTHER--IN RESPECT AND FRIENDSHIP. THE NEED FOR THIS KIND OF COMMUNICATION, THIS KIND OF OPPORTUNITY, IS MORE EVIDENT TODAY THAN 40 YEARS AGO OR 30 YEARS AGO OR 20 YEARS AGO. IF WE ARE TO PRESERVE THIS COUNTRY IN ALL ITS GREATNESS, AN ORGANIZATION SUCH AS THE CIVILIAN CONSERVATION CORPS MUST IT SEEMS TO ME BE - BEGUN AGAIN AND MUST BE A CONTINUING ENTITY.

IN CLOSING, JUST LET ME REMIND YOU THAT THE CIVILIAN CONSERVATION CORPS WAS INVOLVED IN SOME GREAT PROJECTS--EVER-LASTING MONUMENTS IF YOU WILL--SUCH AS THE TVA, THE GREAT DAMS ACROSS THE COUNTRY, FIRE CONTROL CENTERS, AND THE GREAT WORK DONE IN ALL OF OUR NATIONAL PARKS. THERE IS A COMPARATIVELY SMALL PIECE OF LAND ON WHICH SEVEN PRESIDENTS OF THE UNITED STATES HAVE GONE TO FIND ANSWERS TO SOME OF THE MOST IMMENSE AND PERPLEXING PROBLEMS FACING US TODAY AND TO CONFER WITH SOME OF THE TOP LEADERS OF THE WORLD. THE PLACE IS CALLED CAMP DAVID, A BI-PARTISAN PROJECT IF THERE EVER WAS ONE. IT WAS BUILT BY THE CIVILIAN CONSERVATION CORPS.

MR. CHAIRMAN, I WOULD LIKE TO THANK YOU AND THE SUBCOMMITTEE FOR ALLOWING ME TO APPEAR BEFORE YOU TODAY.

AGAIN, WE HAVE A GREAT OPPORTUNITY WITHIN OUR GRASP. TODAY WE GIVE IT OVER TO YOUR HANDS.

Senator Wallop. Thank you for an eloquent statement.

STATEMENT OF HON. JOHN W. WARNER, A U.S. SENATOR FROM THE STATE OF VIRGINIA

Senator Warner. Mr. Chairman, if I could just say a word.

In the summer of 1943 I went into the CCC camps which some of you may recall was a follow-on program on a model scale and we occupied the CC camps in the Clearwater National Park in Portland and Idaho, and that statement, I can vouch for having many of those experiences myself. I appreciate your coming forward today. It brought back a lot of memories.

And I went back this summer to that same forest as part of my responsibilities on this committee, and many of the structures built by the CCC are still there today because they were built and built well, so Mr. Chairman, I find this whole subject very persuasive.

Senator Wallop. Thank you.

I want to express my pleasure to Mr. Hill for your statement. You gave us some pretty interesting challenges toward improving the bill and one of the things that I think we have to achieve out of this is not just another program for youth, disadvantaged or otherwise, but something in which having gone through it, the sense of pride that comes as has been expressed here is obvious, so it can't be something which you can spend time being lazy or you're being lazy or you're not accomplishing. It has to be something that contains the seeds of discipline, that contains the seeds of harder work than might well be expected in a program at local levels, in some local community process. Somehow we have to achieve that. And the seeds of that are only philosophically in this bill. I think we need to do something more toward achieving it.

Mr. Howe?

STATEMENT OF SYDNEY HOWE, EXECUTIVE DIRECTOR, HUMAN ENVIRONMENTAL CENTER, WASHINGTON, D.C.

Mr. Howe. Thank you Mr. Chairman. I'm Syd Howe from the Human Environment Center. Our board chairman, Bill Haskins, of the National Urban League where he directs the human resources program was to have given this testimony but was unavoidably detained in New York. He has asked me to say that the National Urban League is most anxious to see passed a program like that described in H.R. 4861 as soon as possible. He has testified on that subject for both the league and our own organization several times in the past.

We feel that action is needed and it's needed desperately, sir, to save American youth and conserve our resources. We hope to persuade you and many others in the Senate that it is necessary to move now on this program. The bipartisan vote, 291 to 102 in the House, makes us believe that this could happen in this session, passage in the Senate.

Our organization has been working on this subject for about 2 years. Our role has not been great work in our office, we are pretty small, but it has been to convene and learn from all the interests concerned with this subject from those looking for jobs to those looking for conservation to those who have run these programs administratively and in the field, to the CCC alumni interests and knowledge and many others. And out of that experience we have produced some publications generated by many others' knowledge. Most particularly youth conservation jobs and service, a new national corps, which reports a conference of 100 such persons of 1 year ago, many of the recommendations of which are now embodied in H.R. 4861. Of course also in 4861 are the results of five House hearings and two markups in House committees. It is a wide, multi-interest consensus.

Also contained in this legislation is the vast experience of conservation corps programs beginning with the CCC and running through the YCC started in 1970 for the younger age groups in the summer, the YACC year round that ran for 4½ years ending this year. All of it was rather positive experience, needing some improvement. But very careful and detailed efforts have been made in the drafting of this bill to get those improvements. It is not overnight legislation. It is very much not just another program.

We ask also for your focus on 4861 because it contains improvements offered by both sides of the aisle in two major House committees. Not one of the amendments that make the House bill different from the Senate one was questioned in any way in House floor debate, even by the minority who opposed the bill on the floor.

The spirit of this thing is really so bipartisan that Democratic Representative John Seiberling suggested it be called the American Conservation Corps. And perhaps that means in the Interior Department that no liberals will be enrolled.

I want to mention a few other points. You will hear more from others about the cost effectiveness of the work experience right up to recent years in this line. If machines could do some of the national parks maintenance, some of the BLN rangeland improvements, some of the fish and wildlife refuge work, and much of the State and local work concerned here with the same cost efficiency that has been demonstrated in the YACC particularly, we would be nuts not to be using those machines today. The same thing is true of our young people working at minimum wage and the cost efficiency saved shown.

On top of those efficiencies come three benefits to youth. Given new confidence that they can do a job, job skills, a whole generation of savings for the Federal Government in many other lines. Crime and welfare and so on.

Second, this is a Federal, State, local, and private partnership program. It is very special in that line. This legislation includes a new authorization never in corps language for Federal programs, authorizing private land work when the public agency is reimbursed by private landowner, and I think there's a great deal of youth employment and conservation to be obtained there.

Another point, we have had a lot of unjust criticism of these programs. I hope that you would find the time to talk to Bureau officials who have been responsible for and have these programs served the agencies about the priority of work performed, about the disadvantaged served. The design of this bill is very much to increase the numbers of disadvantaged served, and it's hard for me to understand why anybody is complaining about the disadvantaged not being served enough when the major national organizations or racial minorities, disadvantaged, are asking for this bill now.

The volunteer corps idea may be a nice idea for many youth in this country, however, it simply would not attract nor would it serve the youth who most need this program for whom it is designed. As for an independent agency, that might be a possibility some time, but we feel this bill has come so far with so much care and design that it is a good worthy bill now, that that kind of adjustment could be made a year or two ahead if proven needed.

The agencies are ready to go with this program. They have facilities, equipment, and personnel and systems that have been operating until very recently in the YACC and the YAC, let's not waste that. We have had a lot of politically charged debate about youth employment, about employment programs, quite recently in this Congress. Here is an opportunity to do something that is not politically charged. It is worked out, a proven, orderly plan, ready to operate for several years ahead. It's something that can be done by this Congress. The legislation is not perfect and it will be improved in the future. The American land and our most precious resource of youth call for the kind of program before you at their time of need.

We ask for its enactment now.

Senator WALLOP. Thank you.

[The prepared statement of Mr. Howe follows:]

Testimony by Sydney Howe, Executive Director of the
Human Environment Center, on the proposed American
Conservation Corps (H.R. 4861 & S. 2061) before the
U.S. Senate Subcommittee on Public Lands & Reserved
Water, September 22, 1982

Mr. Chairman, I am Sydney Howe Executive Director of the Human Environment Center here in Washington. We are pleased that you have called this important and perhaps momentous hearing.

Thank you for this opportunity to advance a carefully conceived program to employ jobless young men and women and to save neglected natural and community resources. The American Conservation Corps is surely not a panacea for all of our nation's conservation and employment problems. It is, however, a time-tested, cost-effective, and bipartisan response to some of those problems.

Action is needed -- desperately -- to stem the erosion of both America's young people and her physical resources, and this program is proven medicine for those ills. The overwhelming 291 to 102 House of Representatives vote for the ACC is impressive. We believe that it could pass the U.S. Senate today, given the chance. We appeal to you to expedite this legislation after this hearing and to recommend its enactment before adjournment of the 97th Congress.

The Center's inter-interest conservation corps efforts. Our Center was formed in 1976 to combine and assist environmental and human-resources interests in common pursuits. Two years ago, we began to analyze the experience of youth conservation work programs and to convene diverse authorities and interests in them. Our staff research, conferences and several papers and reports on this subject now provide a substantial record of impressive findings and wide agreement on the worth of these programs, for youth and for the land. The report of our May 1981 national conference of 100 youth conservation work specialists and leaders, setting forth options and multi-interest consensus for the design of a new national program, was sent to each member of this Subcommittee recently.

That report distills the experience of youth work and conservation specialists, and it presents the views and consensus of major interest groups on the administration, funding and operation of a conservation corps program for the 1980's. That array of concurrence is now reflected in provisions of H.R. 4861, as, of course, are the findings of five House subcommittee hearings and two mark-ups in House committees.

H.R. 4861 is a bipartisan bill. We ask you to focus on H.R. 4861 because it grew from an original text identical to S.2061 and now contains improvements proposed from both sides of the aisle. Not one of the House amendments was raised as a point of contention by the small minority who took exception to the bill in House floor debate. Each change has been an improvement or refinement making the bill more workable and more broadly acceptable. Summaries of the House changes, as drawn from our Youth Conservation Work newsletter, are attached to my testimony. Of course, the bipartisan introduction of this legislation in both chambers and the 291-102 House vote also attest to broad acceptance of the ACC.

ACC based in wide corps experience. We can hardly over-emphasize the depth of experience that lies behind this bill. You know well of the sense of renewal and pride that Americans across the political spectrum drew from the work of the Civilian Conservation Corps in the 1930's. Adaptations of the CCC to modern conditions have included such productive but unheralded programs as the California Ecology Corps formed by Governor Ronald Reagan in 1971, the Federal-state summer-only Youth Conservation Corps launched in 1970, and the Federal-state year-round Young Adult Conservation Corps that operated from 1977 until this year. Many effective variations on these programs have developed under both public and private funding.

The popular California Conservation Corps, with bipartisan backing and 2,000 men and women enrolled full-time, is today's foremost example, but state funds are also supporting corps programs in Alaska, Connecticut, Illinois, Iowa, Maine, Minnesota, Ohio, Washington and Wisconsin. The Tennessee Valley Authority's Conservation Work Corps is helping to reclaim strip-mined lands at minimal cost. (Significant corps initiatives have been proposed recently in Arkansas, Florida, Kansas, Maryland, New York, South Carolina and Virginia.)

H.R. 4861 has been built from the lessons of all of that national and state experience. It is a well-considered effort to recapture the strengths and correct the known weak points of all prior conservation corps legislation and operations. Many of its provisions contain the concurrence of diverse ACC interest groups and authorities, hammered out through two years of meetings, memos and hearings. (Please see attached list of supporting groups.) We do not mean to imply that H.R. 4861 is perfect, and it will no doubt be improved in the future. But this bill is worthy of your expeditious attention now, and the $50 million authorized for Fiscal 1983 is small compared to the plight of idle youth and wasting resources.

Documented cost-effectiveness. These programs are increasingly popular because they work. They are hard-work, not make-work, programs that save public funds by performing needed labor-intensive services at the lowest possible cost. Vast evidence documents the productivity of recent youth corps work. Each $1.00 spent has produced results that would have cost about $1.20 otherwise. If machines could do that we'd be using them! To this bargain can be added the value of young men and women given training and hope, plus savings in other Federal outlays, now and in the future, for each youth not entering into chronic crime, welfare or ill health.

The Federal-state-local partnership. Current state corps initiatives are heartening. States are recognizing the intrinsic worth of the conservation corps idea, but they can hardly begin to meet today's youth employment and conservation needs. The ACC is really a partnership program to trigger new Federal, state, local, tribal and private action across the country. And do consider the major potentials for private financing of ACC jobs and conservation through fee services to landowners, under Section 4.(d) of H.R. 4861.

Unjust criticism of recent programs. We urge you to consult privately with line bureau officials, Federal or state, who have worked with these programs. They will quickly debunk the charges of "low-priority work performed," of "high cost per-participant," and of "poor post-corps placement of enrollees." These simply are not so. As for the charge of inadequate recruitment of the disadvantaged, the ACC bill has been worded deliberately, and with bipartisan participation and concurrence in the House Interior Committee, to increase such enrollment without excluding other youth. Major national groups that speak for the disadvantaged, the unemployed, and racial minorities want the ACC now.

A member of the House of Representatives went so far as to disparage the late YACC program on the House floor with phony figures, as follows:

> For fiscal year, 1981, under the YACC it was estimated that the cost per participant was $11,000. In the regular youth training programs under CETA, title IV-A, the average cost per participant for the same fiscal year was $1,567; for summer youth programs it was $843; and for Job Corps, using the cost per service year of $14,185, the average cost per participant was around $7,100.

He gave no further definition of these figures. To set the record straight, $11,000 was the approximate cost of the one full-time YACC position for 12 months; the $1,567 for a CETA title IV-A participant refers to after-school and other part-time work; the summer youth program ($843) lasts six to eight weeks; and the Job Corps $14,185 figure, not $7,100, presumably can be compared to the YACC $11,000 entry. And that $11,000 produced more than $11,000 in conservation benefits, without considering gains for youth!

Alternative schemes. Having heard the suggestion that a sub-minimum wage volunteer corps might be preferable to the ACC now proposed, we can only say that this would be another, quite different program. It would not attract or serve jobless youth in distress, whom the ACC plan seeks to employ, train and restore to a productive future.

Attorney General's Task Force on Violent Crime. The report which Attorney General Smith requested from this group stated:

> As an additional comment on serious juvenile crime, we note that while it was not the mandate of this Task Force to examine the root cause of crime, we believe that one observation cannot be avoided--the breakdown of traditional institutions, which necessarily implies some breakdown in the discipline important for the encouragement of law-abiding behavior. In response to this concern, we suggest that some form of national public service might be appropriate as a means to provide a portion of the structure now lacking in many young people's lives and thereby reduce the likelihood of their involvement in criminal activity.

In announcing this finding, Task Force Co-Chairman James R. Thompson, Governor of Illinois, stressed the conservation services that youth can perform well. We can identify no administration response to the Task Force in this connection, but the ACC would create an opportunity for such public service and would offer "the structure now lacking in many young people's lives."

The agencies are ready to roll. The recent end of YACC and YCC programs leaves vacant facilities, available equipment, and trained supervisory personnel (many of them looking for work) on tap for the ACC. Although an unbroken transition to a new corps is no longer possible, many

Federal, state and local agencies have great need for labor-intensive services and could assemble the Corps infrastructure quickly.

In sum, Mr. Chairman, America's communities, her land and her most precious resource of youth call out for this kind of program, and H.R. 4861 is before you at their time of need. We respectfully appeal for its enactment by this Congress.

Attachment

AMERICAN CONSERVATION CORPS

Dear Senator:

The House approved the American Conservation Corps Act, H.R. 4861, by a bipartisan 291-102 vote on June 9. The ACC will provide desperately-needed work and training for unemployed young men and women. It will conserve and restore the productivity of neglected natural and community resources, with high cost-efficiency.

We respectfully urge you to co-sponsor* the companion S.2061 prior to the September 22 hearing on both versions of the bill in the Energy & Natural Resources Subcommittee on Public Lands & Reserved Water. Or, please indicate your intention to vote for the ACC.

American Forestry Association
Center for Community Change
Children's Foundation
Environmental Action
Environmental Defense Fund
Environmental Policy Center
Environmentalists for Full Employment
Friends of the Earth
Human Environment Center
Izaak Walton League of America
Mexican American Legal Defense & Education Fund
NAACP
National Association of CCC Alumni
National Association of Conservation Districts
National Association of State Conservation Corps Program Agents
National Audubon Society
National Board, YWCA
National Congress of American Indians
National Council of La Raza
National Council of Negro Women
National Parks & Conservation Association
National Recreation & Park Association
National Trust for Historic Preservation
National Urban Coalition
National Urban League
National Wildlife Federation
National Youth Work Alliance
Native American Rights Fund
Natural Resources Defense Council
Northeast Utilities
Preservation Action
Sierra Club
The Hartford Steam Boiler Inspection & Insurance Co.
The Wilderness Society
Trust for Public Land
U.S. Conference of Mayors
Urban Environment Conference

Coordinated by:
Human Environment Center
202/393-5550
September 7, 1982

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*Co-sponsorship can be designated by phoning 48788 (Senator Mathias) or 49559 (Senator Moynihan). Other co-sponsors now are Senators Bumpers, Burdick, Cannon, Cranston, Dodd, Glenn, Hayakawa, Heinz, Jackson, Levin, Metzenbau, Pell, Pryor, Sarbanes, and Stafford.

Amendment of H.R. 4861 in the House of Representatives

H.R. 4861 and S. 2061 were originally identical bills. Changes made in the House Interior Subcommittee on Public Lands and National Parks were summarized by the Subcommittee as follows:

1) Provides new title for the bill and name for the program--"American Conservation Corps."

2) Clarifies provision for work on private lands, requiring reimbursement for the portion of any work that does not provide a public benefit.

3) Specifies percentage of funding that goes to States (35% instead of 40%), Agriculture (25%), Interior (25%), Indian tribes (5%) and other Federal agencies and special projects (10%). Requires 15% match by States.

4) Provides a mechanism for local government participation and funding in state programs and allows local governments to be program agents in States where there is no State program, subject to the same requirements as for State programs.

5) Specifies funding authorization (instead of basing it on a percentage of the Federal receipts); the funding source would remain the same (unallocated Federal receipts), but the authorization level would be set at $50 million in fiscal 1983 and $250 million annually in 1984 through 1989. Funds would still be subject to annual appropriations.

6) Deletes non-profit organizations from definition of program agencies; retains authority for program agencies to contract with non-profit organizations and authorizes funding within the 10% allotted for other Federal agencies and special projects.

7) Makes a number of technical and conforming changes.

Other changes adopted in the full Interior Committee:

- "preference" for economically, socially, physically and educationally disadvantaged youth and for youth from areas of high unemployment was changed to "special consideration" for such youth, in recruitment and enrollment;

- program agencies were authorized to engage volunteers to assist ACC projects;

- the Bureau of Land Management was given authority to use volunteers as other Federal land agencies do; and

- research, evaluation and demonstration activities were authorized.

Education & Labor Committee amendments provide for:

- training elements in conservation center plans;

- cooperation by the Secretary (of the Interior) with the Secretary of Labor and involvement of CETA prime sponsors (if continued) in recruitment;

- joint projects linking ACC with Labor Department programs; and

- appeals to the Merit Systems Protection Board by any Federal employee charging that he or she has been displaced by the Corps programs.

# # #

- H.E.C., 9/17/82

Senator **Wallop**. It's always easy for folks to make assumptions, some of which are sometimes right and some of which are sometimes wrong. For a point of facts and information, I have visited with people on the line who have used these and I do take my obligation on this committee and as a Senator seriously.

I want to thank you all. Thank you very much.

I would ask that we have our statements summarized.

Mr. **Graves**. As a mess sergeant I learned to defer to men of higher rank. I yield my time. These gentlemen can well introduce themselves.

STATEMENT OF JOE GRIGGS, FIRST PRESIDENT, CIVILIAN CONSERVATION CORPS ALUMNI, AND PAST DIRECTOR, CALIFORNIA CONSERVATION CORPS, SACRAMENTO, CALIF.

Mr. **Griggs**. My name is Joe Griggs. I'm here in support of this bill, S. 2061.

In 1938 I enrolled in the Civilian Conservation Corps and spent two enrollment periods in camps in California.

Since that time, my entire career of 38½ years has been spent in programs similar in nature to the CCC. In 1971, then Governor Reagan appointed me to plan, develop, and direct the California Ecology Corps, which was later renamed the California Conservation Corps by Governor Brown. I was director of this program for 5 years.

I have also directed for several years, the California conservation camp program which has 35 centers and houses approximately 3,500 minimum security inmates and wards. I also directed a Job Corps center for a short time. None of these programs mentioned have been as important to the individual involved or to the conservation of natural resources as the original CCC program was.

I do not advocate a rehash of the Job Corps, the Young Adult Conservation Corps, or any of the programs that have been tried at the Federal and State levels during the past 20 years. These programs, in my opinion, were stopgap employment programs that left a lot to be desired in the areas of resource conservation and individual development.

There is presently a critical need for programs to conserve and protect the Nation's forest, watershed, and rangelands. The Nation, especially in a few critical areas, needs an organized, high-trained wildland firefighting force, available year round.

Scattered throughout the Nation are adequate facilities of various sizes— radar stations, etc cetera—declared excess to the needs of the Department of Defense, that could be utilized at minimum cost for centers. Generally speaking, these facilities are located ideally for this program, in national forests, isolated mountain tops, et cetera, close to work projects.

Drafting young men into military service in the foreseeable future is a possibility. In that event, Selective Service people estimate that thousands of young men will apply for and receive conscientious objector status. Alternative service for conscientions objectors is mandatory when other young men are drafted. This program, the Civilian Conservation Corps, would be a productive, honorable way for true conscientious objectors to serve their country in a noncombatant assignment.

It is my recommendation that the Civilian Conservation Corps be structured in somewhat the following manner:

First, that it be an independent agency, with liaison with Federal departments, States, and local agencies.

Second, that at the outset, 6 to 10 centers be funded as an experimental program, in order to identify costs, benefits, and acceptance.

Third, that the military, by use of Active Reserve and other forces, be given the opportunity, when feasible, to provide logistical support and administration. However, civilian control of the program should never be approved.

Fourth, that the program emphasize the work ethic. "A day's pay for a day's work."

Fifth, that each enrollee be given the opportunity to earn a high school equivalency certificate.

The National Association of CCC Alumni are totally committed to the establishment of a national program, now or in the future, that will conserve and properly treat its two most valuable assets, its natural resources, and its youth.

Thank you Senators for allowing me to speak here.

Senator **Wallop**. Thank you Mr. Griggs.

Senator **Warner**. I'd like to make one observation.

Mr. Griggs, I can only support legislation of this type if it's provided equal opportunity for men and women, therefore would you consider as an additional, say item 6, that that be——

Mr. **Griggs**. Yes, sir, I would support totally a program that included women, but separate and equal camps.

Senator **Warner**. Well, we'll deal with that.

I didn't mean to spring this on you because I know your orientation of the program is an entirely different period in our history, but we are where we are today and properly so in my judgment, and I think this program could work equally if not more effectively, allowing opportunity for both men and women.

Mr. **Griggs**. I agree with you, sir, and we integrated women in the California program in 1974 and that has been successful.

Senator **Warner**. Thank you.

Senator **Wallop**. Mr. Dion?

STATEMENT OF CARL R. DION, FORESTRY ADVISER, CIVILIAN CONSERVATION CORPS ALUMNI, SEATTLE, WASH.

Mr. **Dion**. I'm Carl Dion. Mr. Chairman, Senator Wallop, Honorable Congressmen, and Senators, and fellow CCC alumnus and friends of the CCC. I am Carl Dion, a forestry and natural resources consultant from Seattle, Wash.

I've traveled a long way to get here. Senator Jackson from our State was the father of the YCC and the YACC and I want to say also that Senator Magnusen who was defeated after 40 years in the Senate and the Congress was also a man who voted for the original CCC. For 44 years I've been a member of the Society of American Forestry and I'm a graduate of the University of Minnesota in forestry, geology, and civil engineering. And I was a foreman in the Civilian Conservation Corps.

I will present my summary abstract of the American forest and production, a substantiation of a reactivated Civilian Conservation Corps by means of S. 2061. The commercial forest of the United States are larger than those of all of Western Europe. Although they now have a considerable volume of wood in the inventory, there is substantial production, annual cut is much less than they can produce if properly maintained.

The Congress, by providing a greater level of appropriations such as in S. 2061 or H.R. 4861, can greatly increase the production from Federal forests which are 21.5 percent of all of our forests.

With world prosperity, total demand exceeds the supply, in 1977, by 13 percent. Canada supplies most of the deficit, and yet both China and Japan are large and growing customers for our timber. Wastewood in the forests can be used to immediately increase the productivity of the forests without affecting the sustained yield capability. I have proven this in the two charts I have given you, Senator Wallop, "U.S. Forests, Commercial, Effect of CCC-II, Fully Funded."

Yumwood, a biomass wastewood constituent, will provide about 15 percent lumber, 15 percent pulp, and 70 percent energy wood. With rising prices of fossil fuels, energy wood, now important, will become even more valuable. In Finland, 16 percent of its energy requirements are met by energy wood.

A revived CCC division of some 50,000 enrollees could work on many desirable forest projects, and yet 50 percent should be allocated to energy woodwork. The CCC would yard the Yumwood to roadsides where commercial truckers would pick it up. The Government will sell the wood by auction at the roadsides.

Because of the many kinds of operations needed to get out the wastewood, equipment needs would vary, but all necessary equipment should be supplied each camp of 50 persons. On the average, each enrollee of the three crews from each camp will pick up about 10 tons per day. All 500 camps in 1 year would pick up about 35,600,000 tons. The fuel oil equivalent of this tonnage is 50,900,000 barrels with a retail value of $2,350,000,000.

Every ton of wastewood represents about 60 gallons of alcohol. The annual product value produced with 25,000 enrollees at the roadside is about $325 million of energy wood, $275 million of saw logs, $168 million of pulpwood, a total of $768 million worth of product. In addition, forest cleanup on 2.5 million acres is worth $152 million, plus the trucking contribution to the local economy of some $306 million, not counted in the balance sheet which I have submitted to you.

On this balance sheet with a total of 25,000 enrollees in 500 camps, the estimated annual cost is $407 million or about $16,300 per enrollee. Counting land enhancement value this presents a net return of $513 million. This profit alone would cover all the cost of work done by the other 25,000 enrollees working on the rest of the forest. The future belongs to those who venture. The United States and the world requires this profitable enterprise and only the U.S. Congress plus the President can authorize this great potential. Please pass Senate bill 2061. Thank you.

[The prepared statement of Mr. Dion follows:]

September 12, 1982

SUMMARY ABSTRACT OF THE AMERICAN FORESTS AND PRODUCTION, a Substantiation of a Reactivated Civilian Conservation Corps by Means of Senate Bill 2061

by Carl R. Dion, Forestry Advisor to NAÇCCAlumni

The commercial forests of the United States are larger than those of all of Western Europe. Although they now have a considerable volume of wood in the inventory, their sustainable production (annual cut) is much less than they can produce if properly maintained. The Congress by providing a greater level of appropriations can greatly increase the production from Federal Forests which are 21½% of all forests.

With world prosperity, total demand exceeds the supply, in 1977, by 13%. Canada supplies most of the deficit, and yet both China and Japan are large and growing customers for our timber. Waste wood in the forests can be used to immediately increase the productivity of the forests without affecting the sustained yield capability. (See Dion's two charts: "U.S. Forests, Commercial, Effect of CCC-II, Fully Funded")

YUMwood[1], a biomass waste wood constituent, will provide about 15% lumber, 15% pulp, and 70% energy wood. With rising prices of fossil fuels, energy wood, now important, will become even more valuable. In Finland, 16% of its energy requirements are supplied by energy wood.

A revived CCC division of some 50,000 enrollees could work on many desirable forest projects, 50% should be allocated to energy wood work. The CCC would yard the YUMwood to roadsides where commercial truckers would pick it up. The Government will sell the wood by auction at the roadsides.

[1] See Dion's Table: "Tabulated Usable Biomass in USA Commercial Forests".

Summary Abrstract by C. R. Dion
9-12-82

Because of the many kinds of operations needed to get out the waste wood, equipment needs will vary, but all necessary equipment should be supplied each camp of 50 persons. On the average, each enrollee of the 3 crews from each camp will pick up about 10 tons per day. All 500 camps in a year would pick up about 35,600,000 tons. The fuel oil equivalent of this tonnage is 50,900,000 barrels with a retail value of 2 billion 350 million dollars.

The annual product value produced with 25,000 enrollees at the roadside is about $325 million of energy wood, $275 million of saw logs, $168 million of pulp wood, a total of $768 million of product. In addition, forest cleanup on 2½ million acres is worth $152 million, plus the trucking contribution to the local economy of some $306 million, not counted in the balance sheet.

On a balance sheet, with the total of 25,000 enrollees in 500 camps, the estimated annual cost is $407 million or about $16,300 per enrollee. Counting land enhancement value this presents a net value return of $513 million. This profit alone would cover all the cost of work done by the other 25,000 enrollees. And yet, the work of this latter group will eventually also more than pay for itself. The future belongs to those who will venture. The USA and the World requires this profitable enterprise and only the U.S. Congress plus the President can authorize this great potential. Please pass Senate Bill S 2061.

Carl R. Dion

Carl R. Dion, Forester - Engineer

September 12, 1982

THE AMERICAN FOREST AND PRODUCTION
A PRESENTATION TO THE SENATE OF THE U.S.A.

by

Carl R. Dion, Forestry Advisor to NACCC Alumni

A. SIZE

The American Commercial productive forests cover over 25% of the U.S.A. land area. Reserved Forests at less than 3% of the land area plus low productive woodlands cover another 12% of the country. Together these forest lands more than equal all of free Western Europe. On the average they have as good or better productive potential than the highly productive, well-tended western European forests. In addition, the present stand volumne is greater than all the West European forests put together.

Nevertheless, our fine forests have been overcut, downgraded, cream-skinned, burned heavily by fire, attacked by man, insects, fungi, and beasts, blown over by hurricane, shattered by lightning, covered by floods and yet they survive. In fact, some of them prosper.

B. CONDITION

The forest industry which is now generally practicing some level of forestry is nevertheless still overcutting. In addition, Forest Industry with their partially true slick ads in the American Press gives an impression that they control most of the American Forests. They do not. Owning a total of nearly 70 million acres, Forest Industry owns less than 14% of the Commercial American forest. Fifty-Eight per-cent is owned in small to medium sized tracts by over a million private owners, most of them farmers. These forests vary in condition from the best, on a small percentage of the area, to the worst on a larger percentage of the area.

C. OWNERSHIP

By Carl R. Dion, Forestry
Advisor to NACCCA - 9-12-82

Public ownership constitutes 28% or all of the remaining acreage with the National Forests having about 89 million acres, commercial, more than the total land area of East and West Germany together (18½% of the total). This land is managed by the U. S. Forest Service who answers to the Board of Directors, namely, the Congress. The Chairman of the Board is, in effect, the U. S. President. This Board, the U. S. Congress, has often given direction to the Forest Service and by its appropriations, they have limited the level of forestry, that can be practiced on this and the other Federal forests controlled by the U. S. Indian Service, the Dept. of Defense, the Bureau of Land Management, and a few other Departments, (some 3% of the total). Some 6½% of the Nation's forests are owned by States, Counties, and Towns plus Universities. The State of Washington, controlling about 2 million acres is cutting heavily yet staying on sustained yield. Honor Camps of prisoners help in the practice of good forestry in Washington.

D. DEMAND AND SUPPLY

While this great forest, with only intermittent, and hit and miss forestry being practiced for the most part is producing a huge volume of timber in good times, the demand continues to grow. With world prosperity, total demand will exceed the supply.[1] Already some 23% of our lumber is imported from Canada where 30% of our paper pulp products originate (in 1977). In 1977, 12% of all timber production was exported of which over 90% went to Japan, so on balance we import a net percentage of about 13% of our total needs. This net import should be changed into a large net export figure by greater investment in our forests. By a quirk of the forests condition a tremendous rise in the forests current output can be realized, not by overcutting and not by this additional investment, but by picking up the waste wood in the forests, which is a portion of the biomass.

E. FOREST WASTE WOOD AND BIOMASS

The Waste Wood now prevalent over most of the American Forest acreage can be classified in 3 groups, namely, 1) YUMwood, 2) Rough and Rotten Trees and 3) Small tree thinnings. (All are Biomass). The U.S. Forest Service,

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1. See Dion's Chart "U.S. Forests, Commercial, Wood Supply, Effect of CCC-II, Fully Funded" 9-3-80

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the T.V.A., State Forestry Services and others have, almost all, now made studies, partial or complete, of these sources of waste forest wood. The State of California has a newly published book called "Wood Energy in California", printed in 1981. YUMwood, the largest source, constitutes what is known as Yardable, Unmerchantable Material. The stuff has a minimum size of about 2½" dia. in the East and 5" dia. in the West and a minimum length of from 6 to 8 ft. long. In the Pacific N.W. it averages 26 tons to the acre, in New England only 12.6 tons, in the Lake States, 7.8 tons. I have compiled a complete table showing each timber producing region of the U.S.A. which is appended herewith. The title is "DION'S TABULATED USABLE BIOMASS in USA COMMERCIAL FORESTS", June, 1982.

F. YUMWOOD

YUMwood on the average but with a wide variation, will saw out about 15% lumber, 15% pulp material and 70% energy wood. Energy wood is now the hottest new material to appear upon the Forest Product Horizon. On most logging operations this dead and down YUMwood is left to rot slowly on the forest floor. Most of it is partly decomposed by fungi and insects but it will still hold together for yarding (movement to a central pile by log skidder, tractor, horse or cable).

G. ENERGY WOOD

Energy wood, the main component of YUM, is rapidly coming into use with the expansion of research and development in this economic area, because of the high price of fossil fuels. While the price of some fossil fuels have weakened lately because of the world wide recession, the price of natural gas is still climbing. Soon after prosperity starts up again, and History does repeat itself, the price of all fossil fuels will again go up more rapidly than other commodities and then energy wood will gain considerably in value.

H. USES OF ENERGY WOOD

Some uses of energy wood are as direct stove fuel (firewood), conversion

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to wood alcohol, pyrolosis to wood gas, char oil, and charcoal (heat as a by-product), chipped to industrial fuel (steam production), hogged to pieces, and made into pellets or pressed logs. In New England in 1972 wood furnished only 2% of the energy used in those states. By 1978 this increased to 4%. This year, (1982), it is expected that wood will provide over 8% of the warmth of the Down Easter, Yankee States and the percentage continues to rise. In Finland, in 1980, the country was deriving 16% of its energy requirements from wood, equivalent to a savings of 30 million barrels of oil. The Finnish Government plans to raise this self sufficiency in wood energy to 34 or 40%, or about 80 million barrels equivalent by 1989.

In Sacramento, California, the Future Fuels of America Co. has as its primary objective to demonstrate the feasibility of operating a standard fleet of some 400 automobiles on 100% methanol, e.g. wood alcohol. The company also opened two service stations selling the wood alcohol fuel. The alcohol is made near Sacramento primarily out of eucalyptus plantation wood, but can be made out of any native wood and YUMwood would be a good source.

PROPOSAL FOR A NEW CCC DIVISION TO SUPPORT SENATE BILL 2061, DEFINITION AND COST.

1. This proposal for a service test of one or more years can be adapted to the desires of the Congressional Committees as to the size of enrollments authorized by S. Bill 2061. This proposal, however, assumes a total strength of 50,000 enrollees, 50 persons to each work unit. A total of 1,000 work units with 50% of this to be allocated to Biomass and/or YUMwood Projects.

2. Work units to be housed in residential camps. Camps to be located near work projects of using agencies, Federal, State and Local,

3. Work units to be totally free of excessive administrative or overhead responsibility. Camps to be mobile, capable of moving quickly to new job locations.

By Carl R. Dion, Forestry
Advisor to NACCCA - 9-12-82

4. Because of operating a "quarter" company (50 enrollees) and consequent tightness of requirement, I still recommend that enrollee camp overhead be about 15% for the quarter camp biomass operation.

5. Equipment needs will vary greatly from the smooth, wet to solid coastal plains of the South, to the rugged coast ranges of the West, to the hills and stones of New England and in between. But everywhere considerable productive equipment should be furnished to the CCC-II, whether by lease, loan, or purchase. Each 50 strength biomass camp should be allocated one-half million dollars in new value of such metal, getting it as soon as practicable. This will include light trucks.

6. Heavy trucks, to haul biomass from the roadsides where prepared and piled by the CCC-II, will be the responsibility of the contracting company or individual truckers with agreements to move the material. The CCC-II may be empowered to load the outgoing trucks.

7. A. Some biomass operations will involve only the cutting, skidding, and piling of yardable unmerchantable material (YUMwood).

B. Other biomass operations will involve the felling of dead and cull standing trees, then their cutting, skidding and piling.

C. Other biomass operations will involve the cutting of undesirable trees plus chipping all logging residues plus loading or piling such chips - such work to be done by a variety of equipment.

D. Other biomass operations will involve various combinations of A, B, or C plus many variations depending on the terrain and the material handled and/or because of the availability or nonaccess to certain equipment.

8. In all cases the use of power chain saws, axes, shovels, plus other hand tools will be considered basic requirements, together with pickup trucks and at least light skidding tractor machines. In some cases, skidding with horses or mules if machines can't be made available may be tried in a pinch.

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9. Generally a work side (or logging show) crew will be expected to be handled by 12 enrollees reinforced by supervision and one or two skilled loggers or machine operators plus enrollee leaders as follows: (¼ Company = 50 enrollees).

8. ¼ Co. overhead enrollees as follows:

2 C-4 Proj. Leader (both Projects & Overhead)

5 C-3 Leaders

1 clerk, 1 cook, 1 smith/tool maint., 1 saw filer, 1 mechanic

4 C-2 Asst. Leaders

1 Cook's Asst., 1 Communications, 1 Gen Maint., 1 Reserve

3 C-1 trainees various as reserves to back up overhead and projects for sick leave, vacations and other absences. To be assigned to Projects unless overhead has absence.

3 Crews of 12 enrollees each for 3 YUM/Biomass skidding shows as follows:

1 C-3 Crew Leader Project
2 C-2 Asst. Crew Leaders Project
9 C-R Recruits

10. The ¼ Company should have a Field Company Administration as follows:

1 Company Cook
1 Camp Superintendent. Note: Each 4 - Quarter Companies should share 1 Camp Superintendent, 1 Doctor plus an Educator. Each 4 quarter Companies share a Minister, Priest, or Rabbi. (These men, on rotation, will keep order in the camps at night.)
1 Work Superintendent (for every 2 camps) and Safety Inspector
1 Senior Foreman (Project) one assigned to each of 3 crews.
2 Junior Foreman
1 Heavy Equipment Mechanic
3 Local Experienced Men, Loggers or Heavy Equipment Operators. One Assigned to each of 3 crews.

Note: Superintendent and foreman .....

By Carl R. Dion, Forestry
Advisor for NACCCA - 9-12-82

will be expected to have experience as foresters, logging equipment supervisors, logging show foreman, or mechanical engineers. A mixture is preferable; suitable alternatives considered.

Various arrangements of crew strength can be tried but these production estimates will be based on the above -

Note: Production in first week will be about one/third of expected production but within two months should be close to expected production. Estimates are based on expected production. From 10 to 20 percent of time will be lost to bad weather.

11. Work side production, basis of estimate. As noted in paragraphs 7 and 9 above the variations in equipment used, terrain traversed, and additionallly biomass available per acre will cause a wide variation in tonnages of wood piles or chips loaded out at the forest landings. Not to mention, the ability of each crew and quarter camp to produce. To estimate, I base the probable amount on existing wood production as our young men suitably motivated would have a great capacity for a high ball operation and within a few months might well equal at least the average production of the industry.

12. Work side production, estimate.

On sites with light biomass volume of six to 12 tons per acre or with steep and difficult ground, or with very soft ground (swamp) conditions, average production per crew enrollee would be 6 green tons per acre. On sites with average biomass volumes of 12 to 24 green tons per acre on moderately favorable terrain with solid footing average production would reach 10 green tons per acre per crew enrollee. On the better sites of heavy biomass volumes of over 24 green tons per acre and only moderately rolling or flat solid terrain, average production should reach 14 green tons per acre.

13. Value of work side biomass production. On about Sept 1, 1979, fuel oil was priced at about 70¢ per gal, a year later it was $1.00 per ga., on April 1, 1981 it is $1.10 a gal. At 70¢ a gal., green chips for fuel would be worth about $36 a ton. Since this is equivalent to good steam coal at $50 a ton and coal has gone up only 20% in the last 1½ years that is what is assumed

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for green chips, a 20% increase in value to $43 a ton. To give the mill lots of incentive to buy green chips use an assumed price of 50% of this or $21.50 a green ton fob mill. Then allow 40% of this price as the haulage cost to the mill or $8.60 leaving $12.90, say $13.00 as the value of green tonnage biomass, fob truck, at the forest landing.

14. Total value of Initial CCC-II Biomass Operations.

A. Average tonnage per crew day (12 enrollees) 12 x 10 = 120 tons per crew day.

Number of days worked first year - 2 months at 50% of rating (learning) 2 months lost for bad weather or other trouble. net: 9 x 22 x 120 = 23,760 tons, annual 1st year production. mos. days tons

Total value of Initial CCC-II Biomass Operations

B. Production per quarter camp unit.

3 x 23,760 tons - 71,280 green tons.

Note: At average stand of 14 tons per acre biomass acreage covered =

$\frac{71,280}{14}$ = 5090 acres per camp unit.

Value of first year quarter camp unit production.

71,280 x 13.00 = $926,640

C. Theoretical total biomass production of 500 quarter camps

Tonnage piles or loaded:

500 x 71,280 = 35,640,000 green tons
Acres Covered:
500 x 5090 = 2,545,000 acres.

Value of all camps production:

500 x 926,640 = $463,320,000 of fuel chips or wood.

D. Value of green tonnage if made into fuel oil equivalent.

1 green ton = 60 gallons fuel oil. (Approx.)

Note: Much of the green tonnage would be mixed with air dry wood so these values would be very conservative concerning displaced

By Carl R. Dion, Forestry
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fuel oil equivalents.

35,640,000 x 60 = 2,138,400 thousand gallons fuel oil
or ÷ 42 = 50,914,000 Barrels, annual savings
Above fuel oil x $1.10 gal. = $2,352,240,000.00 Total value displaced.

E. Also, for planting preparation the biomass removal is worth about $60 per acre.
Total value of planting preparation by 500 quarter camps:

$60 x 2,545,000 Acres = $152,700,000.00
(Includes management enhancement value).

F. Note: The removal of biomass including snags, is a forest fuel clean up that greatly reduces the threat or severity of possible forest fires. No estimate has been made on this reduction in the forest fire danger level.

Another biomass removal benefit is the great improvement in the appearance of the forest and contributes greatly to environmental value. No estimate is made on this benefit although of considerable size.

G. The economic value to the community is partly realized by the contract trucking required to haul the green tonnage to the alcohol conversion or wood fueled plants requiring chips or green wood and this estimate is as follows:

Green tons per quarter camp unit 71,280, annual, produced in 9 months of 22 days = 198 days.
Av. production per day = 360 tons.
Trucks used, to haul 20 to 50 thousand lbs each, distances of 5 to 95 miles - average 20 tons, 50 miles, 3 r.t. per day.
18 truck loads per day requiring 6 trucks, plus one stand by - total 7 drivers (plus 7 mechanics, etc)

Total people required 14 per camp, for transport, or 7000 for 500 camps.
Value at $8.60 per ton - $8.60 x 71,280 = $613,000 per camp unit

by Carl R. Dion- Forestry
Advisor to NACCCA - 9-12-82

Total value of transport = 500 x 613,000 = $306,500,000.00 all camps

H. Salvage, Lumber and Wood Pulp Values.

Another value is the amount of dry or green wood that can be used for other more valuable uses: About 15% can be used as sawn logs for lumber, poles, ties, or like use and about 15% for pulp wood. The increased values are as follows:

Lumber at $60 per green ton minus green tons chip value $21.50 = $38.50 extra value

0.15 x 71,280x 38.50 = $411,640.00 per camp

Pulp at $40 per green ton minus green ton chip value $21.50 = $18.50 extra value

0.15 x 71,280 x 18.50 = $197,800.00 per camp.

14. G. Salvage, lumber and wood pulp values. (Excess over Energy Wood) Summary for entire 500 camps.

Saw log lumber salvage, 500 x $411,640 =	$205,820,000
Pulp wood salvage 500 x $197,800 =	98,900,000
Total value salvage, 500 camps	$304,720,000

14. H. Summary of Biomass plus Salvage Operations of 500 - CCC-II 50 Enrollee Camps

70% of total production energy wood -	24,948,000 green tons
15% of total production sawlog salvage =	5,346,000 " "
15% of " " pulp wood " =	5,346,000 " "
Total energy and wood products timber -	35,640,000 " "

Value of production recovered at forest road landing:

70% energy wood @ $13.00 ton =	$ 324,324,000
15% saw log salvage @ (60-8.50 ton) =	275,319,000
15% pulp wood " @ (40-8.50 ton) =	168,399,000
Total of Salvage	$ 768,042,000
Planting preparation or management enhancement value on 2,545,000 Acres	$ 152,700,000

By Carl R. Dion, Forestry
Advisor to NACCCA - 9-12-81

Grand Total Money Value Realized	$920,742,000

by Forest owning agencies. Gross Return.
(of Salvage production only.)

(Time required to cover all US forests at above rate = 188.6 yrs.)

Possible first year return from 25,000 CCC-II enrollees.

By: C. R. Dion
NACCC Alumni, Forestry Consultant
Seattle, Washington

By Carl R. Dion, Forestry
Advisor to NACCCA - 9-12-82

STATEMENT

NET RETURN ON A 25,000 PERSON CCC, BIOMASS YUM WOOD SALVAGE OPERATION TO THE U. S. GOVERNMENT

GROSS SALVAGE VALUE RETURNED	$768,042,000
LAND ENHANCEMENT VALUE ON 2,545,000 ACRES	152,700,000
GROSS TOTAL VALUE RETURNED	$920,742,000

COST OF OPERATION, 500 - 50 PERSON CAMPS:

25,000 CCC Enrollees @ $344.00 Mo.	$103,200,000
Food for above and one cook	26,500,000
Work Clothing, Transport, Camp Expense	37,500,000
Shelter Costs	25,000,000
Tools, and camp maintenance	12,500,000
Overhead, Slaries % Expense, 8 men/camp	90,000,000
Operations, supplies, fuel	25,000,000
Equipment and Power Machinery	50,000,000
Side Benefits, Medical, Chaplain Service, Eduction, Social	37,500,000
Total Cost of Operation	$407,300,000
(Note: Divided by 25,000 = $16,288 per enrollee)	
Net Value Returned	$513,542,000
Actual Net Money Returned	$355,500,000

By C. R. Dion, Forestry
Advisor to NACCCA - 9-12-82

APPENDIX

EXPLANATION OF DION'S CHARTS

1. U.S. Forests, Commercial Wood Supply, Annual Growth vs. Industrial Removals, 1952-2020 CCC Effect
2. U. S. Forests, Commercial, Salvage of YUMwood & Thinnings, by Means of CCC-II, Fully Funded

In 1979, the U. S. Forest Service published their periodical timber survey report draft, titled: "Timber Situation, USA, Analysis 1952-2030". On the basis of this report and relying on my knolwdge of other Natural Resources, especially crude oil and natural gas, I decided to chart what a CCC-II type organization might do with Forest Service Forecasts. In 1976, the growth of all USA commercial forests was 45 cu. ft. per acre - a little more than half a cord. Ofcourse, this bare figure must be studied to find out that both Minnesota and Arizona and some other States average only slightly more than 20 cu. ft. per acre which is the lowest amount, by definition, that a commercial forest can produce, while Western Oregon and Washington have a potential of over 130 cu. ft. growth per acre each (Western Washington is 212).

The ordinary maximum net annual growth for the whole USA is 74 cu. ft./acre. But the USFS states we will reach only 48.6 cu. ft. in 1990 with existing technology and investment habits and then have a slow decline for the next 30 years. Currently we are using only 65% of our growth but on softwoods there is a very small surplus, while the hardwoods are only 50% utilized. By 1990, the Forest Service predicts that we will be using 79% of our growth with the softwoods being overcut. However, included in this total is only 1.0 billion cu. ft. of fuel wood. I believe that by 1990 some 12 million wood stoves and 8 million fireplaces will be actively used burning up over 3.6 billion cu. ft. for fuel wood plus an additional 1.3 billion cu. ft. burned by industrial companies as a substitute for oil or natural gas. Such usage would bring the utilization to 96% of growth and it would exceed it by 1994.

The savior in this situation could be the CCC-II. Not only could growth be increased so as to race ahead of ordinary utilization but by salvaging great amounts of YUM and other biomass, the export markets could grow by leaps and bounds. In the 1960s and later the imports made by Japan were so large as to severely affect prices and markets. More money was made by the timberland owners, the loggers and truckers, the ports and longshoremen. Only the mill owners had a gripe and if they would change over to metric sawing and Japanese sizes, many of them would and could

by Carl R. Dion, Forestry
Advisor to NACCCA - 9-12-82

sell to Japan. In my second chart, I show that a YUMwood contingent to the CCC could get large volumes of sawlogs and pulp for export out of this salvaged wood. In this chart I show that the CCC will not interfere with the more ambitious residential wood burner who logs his wood out of the forest.

With prosperity in the land by 1990, the CCC-II if fully funded would be beginning to increase our standing timber growth; so that by the year 2020 the net growth per acre would reach 76.4 cu. ft. per acre per year. The ordinary removals with fuel wood, 38 years ahead, could reach 27.2 billion cu. ft. almost double the 14.2 of 1976. This amount would include 8.3 billion cu. ft. energy or firewood cut from the live trees of the forest. In addition, the CCC-II and other agencies could be harvesting some 10.0 billion cu. ft. of YUM and thinnings, About 3.0 billion cu. ft. of this would be available for export. In 2030, the extra wood growth provided by the CCC would amount to a stumpage value of $11,780,000,000 per year in 1982 prices while of this amount some 7.2 billion cu. ft. of net growth would be in excess of the great removals. Then there would be numerous other lasting benefits of the CCC-II.

An interesting exercise is to compute in 1982 dollars the fuel oil equivalent of the energy fuel wood harvested from both live and YUMwood by 2030. This would be 674 million bbls. and at $30 a barrel have a value of $20,220,000,000.. This amount of oil is equal to 30.8% of the imports in 1981 which was 6 million barrels a day. This large sum of money saved from the imports will go far toward employing our own people in alternate energy technology and operations. In addition, the 2.7 billion cu. ft. of wood available for net export in 2030 over and above USFS estimates, would approximate 15,880 million bd. ft. With China, Japan and Western Europe anxious to buy wood we will use 1980 average stumpage price of $51.50 per thousand board feet to determine the value. This will total $817,820,000.00 But by then, in the year 2030, the price will probably average five to ten times this amount.

This dissertation on my charts shows that a wealth of valuable information lies within the plotted lines, lines whose values are partly given by the U.S.F.S. and then with common sense experience extended on the chart. The CCC-II size necessary to accomplish the work indicated is about 200,000 persons with 100,000 on YUMwood collection and TSI work and the balance on tree planting and all other work of the forest. The work would be concentrated at first on public forest land

By Carl R. Dion, Forestry
Advisor to NACCCA, 9-12-82

but even from the beginning work would be done cooperatively on both industrial and other private land. The work would cost initially about $5 billion annual but within 5 years $4,440 million would be collected on YUMwood and thinning stumpage plus an eventual value of about $8 billion dollars annually in added growth to the forests from the work accomplished. Then other billions of dollars in worth would come from roads, trails, campgrounds, fire fighting, stream cleanup, wildlife enhancement and so on. CCC-II will pay for itself handsomely, may times over.

DION'S TABULATED USABLE BIOMASS in USA COMMERCIAL FORESTS. JUNE 198

ONLY "NON-Commercial" Material Tabulated - Approximations for LARGE AREAS.

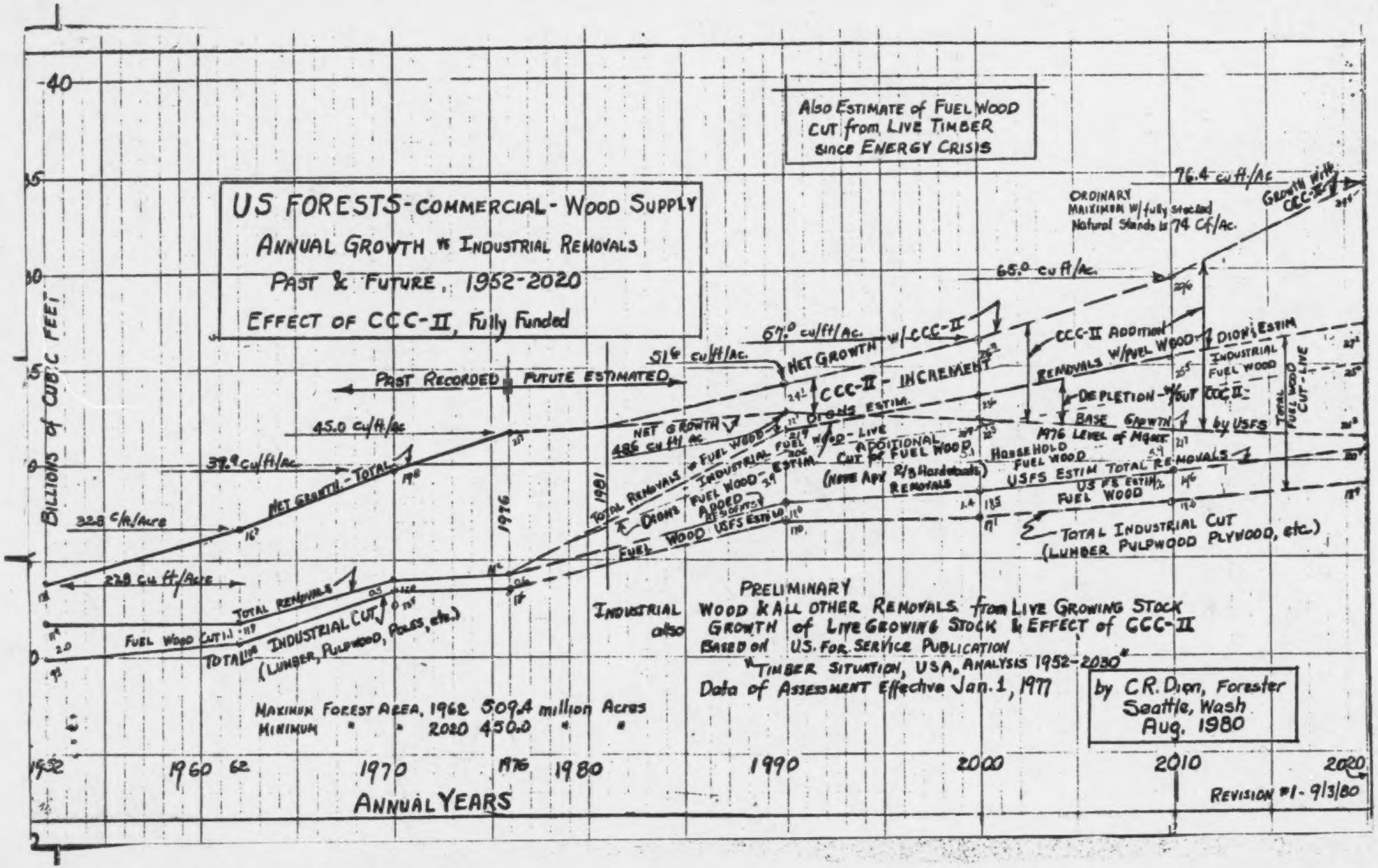
WOOD & BARK above a 12" Hi STUMP

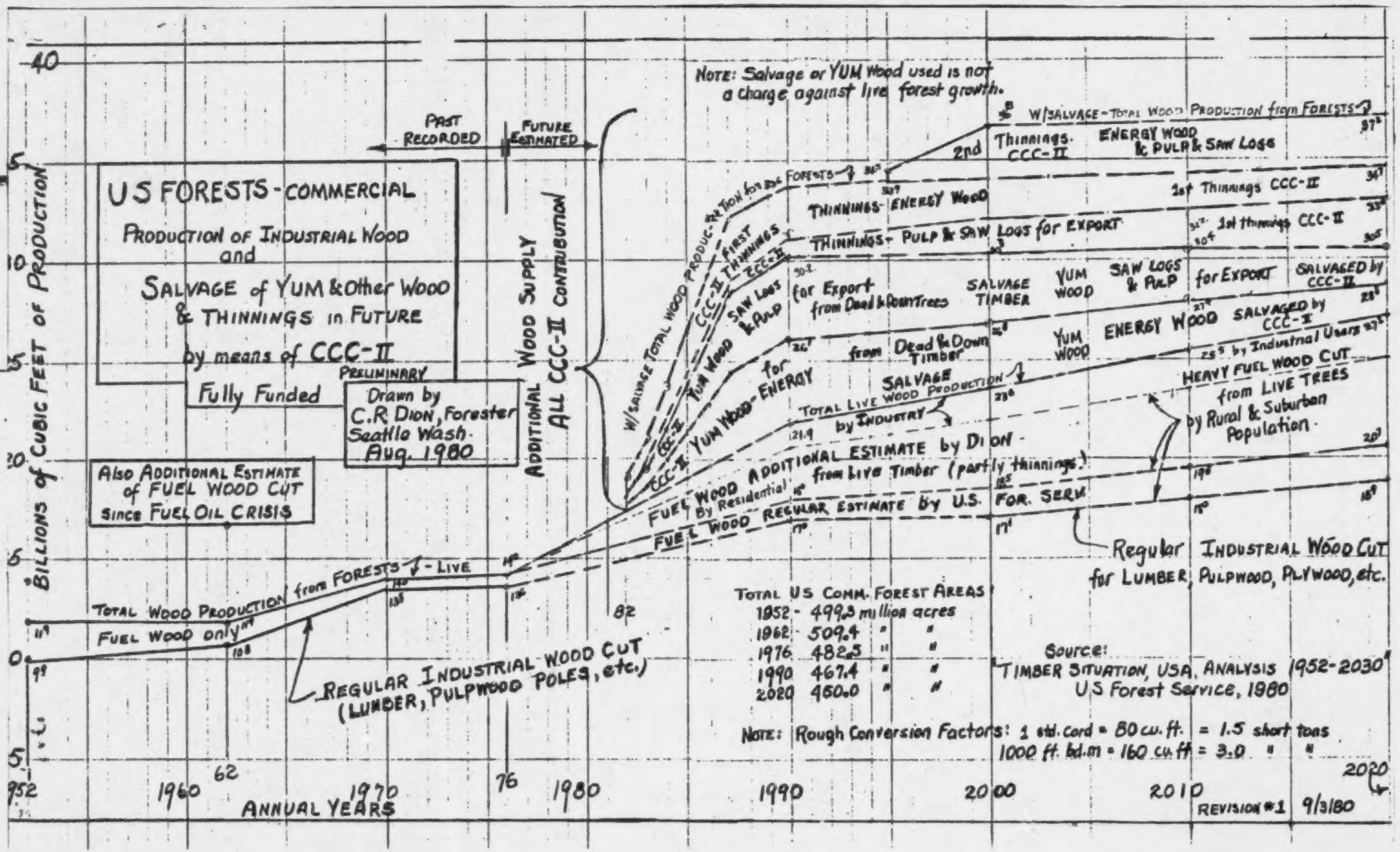
REGION	ESTIMATED by RATIO[3] YUM LOGGING RESIDUE[4] (Air Dry) MILLION TONS	ESTIMATED by RATIO[3] YUM LOGGING RESIDUE[4] (Air Dry) TONS/ACRE	ROUGH & ROTTEN plus SM. TREES[2] (Air Dry)[5] MILLION TONS	R & R plus SMALL TREES[2] (Air Dry)[5] TONS/ACRE	TOTAL "Non-Com." BIOMASS (Air Dry) MILLION TONS	TOTAL "Non-Com." BIOMASS (Air Dry) TONS/ACRE
PAC. NW (NOT ALK)	1,095.4	26.0	298.5	7.1	1393.9	33.1
PAC. SW.	374.0	21.7	95.2	5.5	469.2	27.2
Nor. Rocky	398.8	11.9	169.1	5.0	567.9	16.9
So. Rocky	166.7	6.9	106.0	4.3	272.7	11.2
All West (incl Alaska)	2,358.5	18.4	745.7	5.8	3104.2	24.2
NEW ENGL'D	390.5	12.6	546.5	17.6	937.0	30.2
MID. ATLANT	692.7	14.9	841.3	18.1	1534.0	33.0
LAKE STATES	372.0	7.8	466.8	9.8	838.8	17.6
CENT. STATES	462.5	11.2	520.1	12.6	982.6	23.8
TOT. NORTH	1917.4	11.5	2374.7	14.3	4292.1	25.8
SO. ATL.	745.9	15.6	655.8	13.7	1401.7	29.3
E. GULF	460.6	11.5	429.3	10.7	889.9	22.2
CENT. GULF	659.3	13.0	1098.5	21.7	1757.8	34.7
W. GULF	691.4	13.9	937.1	18.9	1628.5	32.8
TOT. SOUTH	2556.9	13.6	3120.6	16.6	5677.5	30.2
TOT. USA	6835.0	14.16	6241.0	12.95	13076.0	27.11

NOTES:

1. Based on USFS Research Paper by J.O. Howard. PNW 288 July 1981 (A), and USFS General Tech. Report W.O-33, Wash. D.C., Nov. 1981 (B).
2. Based on (B) above.
3. Based on Review Draft, USFS, "An Analysis of the Timber Situation in the U.S., 1952-2030" abt. Oct. 1979.
4. Includes all Dead Standing and Down Timber, incl. most tops of Merch. Trees after logging, Bark included.
5. Converted by Factor 0.667 from green Condition.
6. All Rough and Rotten Trees are live, so are Small Trees. Should Be Felled, Yarded, and Landed separately from YUM Wood. Bark included.
7. All wood assumed at 20% moisture, 33.6 lbs per cu ft, 59.5 cu ft/ton. Tabulated Values are conservative.
8. Leaves, Twigs, Duff, and Humus not included.

by C.R. Dion, Forester
Seattle, Wash 98188


US FORESTS-COMMERCIAL-WOOD SUPPLY
ANNUAL GROWTH vs INDUSTRIAL REMOVALS
PAST & FUTURE, 1952-2020
EFFECT OF CCC-II, Fully Funded
Also ESTIMATE of FUEL WOOD CUT from LIVE TIMBER since ENERGY CRISIS
BILLIONS of CUBIC FEET
40
35
30
25
20
15
10
0
1952
1960
62
1970
1976
1980
1990
2000
2010
2020
ANNUAL YEARS
PAST RECORDED
FUTURE ESTIMATED
1976
1981
32.8 C/ft/Acre
27.8 cu ft/Acre
37.9 cu/ft/Ac
45.0 cu/ft/Ac
51.6 cu/ft/Ac.
67.0 cu/ft/Ac.
65.0 cu ft/Ac.
76.4 cu ft/Ac
ORDINARY MAXIMUM w/fully stocked Natural Stands is 74 Cf/Ac.
GROWTH with CCC-II
NET GROWTH - TOTAL
NET GROWTH
48.6 cu ft/ Ac
NET GROWTH w/CCC-II
CCC-II - INCREMENT
DION'S ESTIM.
CCC-II ADDITION
REMOVALS W/FUEL WOOD
DION'S ESTIM
INDUSTRIAL FUEL WOOD
TOTAL FUEL WOOD CUT-LIVE
DEPLETION - W/OUT CCC-II
BASE GROWTH by USFS
1976 LEVEL of MGMT.
TOTAL REMOVALS
FUEL WOOD CUT
TOTAL INDUSTRIAL CUT
(LUMBER, PULPWOOD, POLES, etc.)
TOTAL REMOVALS + FUEL WOOD
INDUSTRIAL FUEL WOOD - LIVE
DIONS FUEL WOOD - ESTIM
ADDED RESIDENTS
FUEL WOOD USFS ESTIM
ADDITIONAL CUT of FUEL WOOD
(NOTE APX 2/3 Hardwoods) REMOVALS
HOUSEHOLD FUEL WOOD
USFS ESTIM TOTAL REMOVALS
US FS ESTIM FUEL WOOD
TOTAL INDUSTRIAL CUT
(LUMBER PULPWOOD PLYWOOD, etc.)
13.8
11.4
9.3
2.0
16.7
11.9
19.0
21.1
24.1
25.3
29.6
24.6
21.9
20.6
22.3
3.9
5.1
5.4
5.9
1.4
13.5
11.1
11.0
14.6
11.9
27.2
25.0
21.3
20.1
18.9
PRELIMINARY
INDUSTRIAL WOOD & ALL OTHER REMOVALS from LIVE GROWING STOCK
also GROWTH of LIVE GROWING STOCK & EFFECT of CCC-II
BASED ON U.S. FOR. SERVICE PUBLICATION
"TIMBER SITUATION, USA, ANALYSIS 1952-2030"
Data of ASSESSMENT Effective Jan. 1, 1977
MAXIMUM FOREST AREA, 1962 509.4 million Acres
MINIMUM " " 2020 450.0 " "
by C.R. Dion, Forester
Seattle, Wash
Aug. 1980
REVISION #1 - 9/3/80


US FORESTS - COMMERCIAL
PRODUCTION OF INDUSTRIAL WOOD and SALVAGE of YUM & Other WOOD & THINNINGS in FUTURE by means of CCC-II
Fully Funded
PRELIMINARY
Drawn by C.R DION, Forester Seattle Wash. Aug. 1980
Also ADDITIONAL ESTIMATE of FUEL WOOD CUT Since FUEL OIL CRISIS
PAST RECORDED
FUTURE ESTIMATED
ADDITIONAL WOOD SUPPLY ALL CCC-II CONTRIBUTION
NOTE: Salvage or YUM Wood used is not a charge against live forest growth.
BILLIONS of CUBIC FEET OF PRODUCTION
40
5
10
5
20
5
0
5
1952
1960
62
1970
76
1980
82
1990
2000
2010
2020
ANNUAL YEARS
TOTAL WOOD PRODUCTION from FORESTS - LIVE
FUEL WOOD only
REGULAR INDUSTRIAL WOOD CUT (LUMBER, PULPWOOD POLES, etc.)
W/SALVAGE TOTAL WOOD PRODUCTION for 2nd FORESTS
W/SALVAGE - TOTAL WOOD PRODUCTION from FORESTS
2nd Thinnings CCC-II
ENERGY WOOD & PULP & SAW LOGS
CCC-II FIRST THINNINGS
CCC-II
THINNINGS - ENERGY WOOD
1st Thinnings CCC-II
THINNINGS - PULP & SAW LOGS for EXPORT
1st thinnings CCC-II
CCC-II YUM WOOD SAW LOGS & PULP
for Export from Dead & Down Trees
SALVAGE TIMBER
YUM WOOD
SAW LOGS & PULP
for EXPORT
SALVAGED by CCC-II
CCC-II YUM WOOD - ENERGY
for ENERGY from Dead & Down Timber
YUM WOOD
ENERGY WOOD SALVAGED by CCC-II
SALVAGE
TOTAL LIVE WOOD PRODUCTION
by INDUSTRY
by Industrial Users
FUEL WOOD ADDITIONAL ESTIMATE by DION - By Residential from Live Timber (partly thinnings)
HEAVY FUEL WOOD CUT from LIVE TREES by Rural & Suburban Population.
FUEL WOOD REGULAR ESTIMATE by U.S. FOR. SERV.
Regular INDUSTRIAL WOOD CUT for LUMBER, PULPWOOD, PLYWOOD, etc.
11^{9}
9^{9}
10^{8}
13^{5}
14^{0}
13^{6}
14^{2}
31^{5}
30^{9}
30^{2}
26^{7}
21.9
18^{5}
17^{0}
28^{8}
23^{6}
17^{1}
32^{3}
31^{2}
30^{4}
27^{4}
25^{5}
19^{8}
18^{0}
37^{2}
34^{7}
33^{5}
30^{5}
28^{5}
27^{2}
20^{7}
18^{9}
TOTAL US COMM. FOREST AREAS
1952 - 499.3 million acres
1962 509.4 " "
1976 482.5 " "
1990 467.4 " "
2020 460.0 " "
Source: "TIMBER SITUATION, USA, ANALYSIS 1952-2030" U.S Forest Service, 1980
NOTE: Rough Conversion Factors: 1 std. cord = 80 cu. ft. = 1.5 short tons
1000 ft. bd.m = 160 cu.ft = 3.0 " "
REVISION #1 9/3/80

STATEMENT OF JOHN H. ULRICH, PRESIDENT, SOUTHWEST REGION, CIVILIAN CONSERVATION CORPS ALUMNI, CARPINTERIA, CALIF.

Mr. ULRICH. I'm John Ulrich and I'm also from California, originally from Oregon, where I spent my CCC days.

With my statement is considerable supportive material on structure of the proposed company or the proposed corps and administration. So I will not go into those details right now and I will summarize generally what I have presented.

The National Association of CCC Alumnia supports H.R. 4861 and supports your Senate bill as well. However, since this bill is still in committee we urge you to consider expansion of certain portions of the bill to conform to the House bill as passed on June 9, and recommend that the final legislation approximate as nearly as possible the concepts of the original Civilian Conservation Corps.

Because of the specific, unique, and special structure of the CCC it became the most successful program of its kind in history. We believe the same structure with some modifications should be the basis of this legislation. Some of these modifications were included in our CCC II proposal first presented to Congress in 1980 with a supplement in 1981.

I spent most of my adult life, beginning with the CCC itself, working with youth and young adults as a teacher and as an administrator, as an administrative officer for 7 years in the U.S. Forest Service, and as a platoon leader in World War II in the South West Pacific. I was but one of some 3 million young men who profited by having been a member of the CCC. The CCC experience was a factor over and over again in the various pursuits of my adult life. Sometimes the deciding factor of whether or not I might be appointed to a particular position were advanced in my career because of it.

Chief of Staff, Gen. George C. Marshall stated that the CCC was the best thing that ever happened to the U.S. Army for two reasons. First, the discipline, the training, and experience of the 3 million young men, most of whom entered the Armed Forces in World War II, enabled them to make the transition from civilian life to military life with more ease than their counterparts who had not had the CCC experience. It has been said by him and by others that to a large degree the CCC won World War II for the United States because we were ready, more ready perhaps than we realized.

His second reference was to the administrative and executive training and experience afforded the Reserve Officers Corps whose members were assigned to CCC duty, particularly at the company and district levels. General Marshall spoke from experience, having been the Commander of the 5th Brigade at Vancouver Barracks, Vancouver, Wash., and serving simultaneously as Commanding Officer of the Vancouver Barracks CCC District from 1936 until he was appointed Chief of Staff in 1939.

This committee and this Congress has the unique opportunity for the second time in history to do what has been needed since World War II ended, and that is to enact constructively on a national scale on a permanent basis the reestablishment of a civilian national service force which will do for our Government lands and our natural resources what the military service does for our national defense. The CCC does not really create jobs. It creates a large mobile work force.

Youth wants work, wants a sense of direction, wants the discipline of the work experience and the work ethic. They face the syndromes of "no work without experience" and the rebuttal, "How can we get work experience if we can't find jobs?" This is nothing new. Every young person faces the same thing, every year, every generation. Economic times have little to do with it except it's greatly magnified during hard economic times.

Our Nation's young adults have indicated time and again that they would gladly serve in some sort of civilian national service so long as it is voluntary. Let the CCC be reestablished. Let it be a challenge to the youth. Let them prove it.

This is one reason among several that we feel the name Civilian Conservation Corps should be retained. It is also historically correct. Not only would the CCC be that challenge, it would also be an answer to the antipathy toward the draft and compulsory military service during peace time and would create a sense of real meaning, real meaningful purpose in the service to the Nation. There is a rebirth of national pride and patriotism in the country and service and the CCC would enhance it.

Any young adult attempting to enter the job market who wants work, who needs work of any kind who cannot find a job regardless of the times, is disadvantaged. The term disadvantaged is at best a perjorative. It is denigrating and should be abolished in its present context. The real disadvantage young adults face is the fact that they are young, untrained, unskilled, inexperienced, and sadly to say, uneducated, even though they may have been pushed through some 12 years of schooling, none of which is their fault.

This largely untapped segment of society is one of the most valuable of the renewable resources we have. It is time for their energy, their spirit, their abilities, to be put to some meaningful use. The CCC, the Civilian Conservation Corps will do that. It did it once and it will do it again.

Thank you.

[The prepared statement of Mr. Ulrich follows:]

NACCCA
NATIONAL ASSOCIATION OF
CIVILIAN CONSERVATION CORPS ALUMNI
~~[illegible]~~
7245 Arlington Blvd #318
Falls Church, VA 22042
(703) 573-3883

JOHN H. ULRICH
President, SW Region
Box 988
Carpinteria, CA 93013
805- 684-7289

22 September 1982

PRESENTATION BEFORE UNITED STATES SENATE SUB-COMMITTEE ON PUBLIC LANDS AND RESERVED WATER, REGARDING SENATE BILL 2081 AND CCC II.

The National Association of Civilian Conservation Corps Alumni (NACCCA) supported House Resolution 4861 and supports Senate Bill 2081. However, since this bill is now in committee and has not yet been presented to the full Committee on Energy and Natural Resources, we urge this Committee to consider expansion of certain portions of the bill to conform to the House Bill passed on June 9th, 1982, and recommend that the final legislation approximate as nearly as possible the concepts of the original Civilian Conservation Corps.

It was because of the specific, unique, and special structure of the CCC that it became the most successful program of its kind in history. We believe the same structure with some modifications should be the basis of this legislation. Some of these modifications were included in the NACCCA CCC II Proposal first presented to Congress in 1980 with a supplement in the spring of 1981. To some extent these bills are an outgrowth of that proposal. Mr. Carl Dicn was designated co-chairman, with me, of the CCC II Taskforce to research and present what was called Y.U.M. (Yardable Unmerchantable Material), what is now referred to as the Biomass Project. I was delegated the task of constructing the Table-of-Organization and Administration portion of the proposed re-established CCC.

I have spent most of my adult life, beginning with the Civilian Conservation Corps itself, working with youth and young adults, as a teacher and administrator,

ARIZONA CALIFORNIA COLORADO HAWAII NEVADA NEW MEXICO UTAH

as an administrative officer for seven years with the United States Forest Service, and as a platoon leader in World War II in the South West Pacific. I was but one of the some three million young men who profited by having been a member of the Civilian Conservation Corps. That CCC experience was a factor over and over again in the various pursuits of my adult life; sometimes the deciding factor whether or not I might be appointed to a particular position, or advanced in my career because of it.

Granted it was war-time, but I know that I would not have progressed as I did in the military service had it not been in my 201 Personnel File that I had been an Assistant Education Adviser, Store Keeper, Senior Leader (twice), and, after special CCC training was appointed Subaltern, Commanding a CCC Company in the State of Washington before I was drafted in 1942. Later the same experience record insured the position I held with the Forest Service, starting as District Clerk and evolving into District Administrative Assistant. The District Ranger had been with the Forest Service since the CCC years. He often said that he wished the CCC were still available so that he could accomplish more of the work needed in the District, especially during fire season.

Chief-of-Staff General George C. Marshall stated that the CCC was the best thing that ever happened to the United States Army, for two reasons. First, the discipline, the training and experience of the three million young men most of whom entered the armed forces in World War II enabled them to make the transition from civilian life to military life with more ease than their counterparts who had not had the CCC experience. It has been said by him and by others that to a large degree the CCC won World War II for the United States, because "we were ready, more ready, perhaps, than we realized." Marshall's second reference was to the administrative and executive training and experience afforded the Reserve Officers Corps whose members were assigned to CCC duty, particularly at the company and district levels. General Marshall spoke from first-hand experience, having been the Commander of the 5th Brigade at Vancouver Barracks, Vancouver, Washington, serving simultaneously as Commanding Officer of the Vancouver Barracks CCC District from 1936 until his appointment as Chief-of-Staff in 1939.

This Committee and this Congress has a unique opportunity, for the second time in history, to do what has been needed since the original CCC was disbanded and which has been needed since World War II ended. That is, to act constructively, on a national scale, on a permanent basis, the re-establishment of a civilian national service force which will do for our government lands and our natural resources what the military service forces do for our national defense. The CCC does not create jobs, it creates a large, mobile work force.

Aside from the unemployment aspect of our nation's youth which a national CCC program would substantially alleviate, there is the great need for conservation of our resources, those renewable resources upon which virtually the survival of our nation largely depends; to put to constructive use that large segment of our citizen society which is usually totally ignored until we demand their service in time of National Emergency.

Youth wants work, wants a sense of direction, wants the discipline of the work experience and the work ethic. They face, as all emerging adults do, the syndromes of "no-work-without-experience" and the rebuttal "how-can-we-get-work-experience-if-we-can't-find-jobs?" This is nothing new. Every young person wishing to enter the work force faces the same thing, every year, every generation - economic times have little to do with it, except it is greatly magnified during hard economic times.

THE LATEST GALLUP POLL PUBLISHED ON SEPTEMBER 13TH FOUND THAT 48% OF THOSE CONTACTED STATED, "......UNEMPLOYMENT IS THE MOST IMPORTANT PROBLEM FACING THE COUNTRY...." IN THAT RESPECT, THEN, CCC II IS LONG OVERDUE.

OUR NATION'S YOUNG ADULTS HAVE INDICATED TIME AND AGAIN THAT THEY WOULD GLADLY SERVE IN SOME SORT OF CIVILIAN NATIONAL SERVICE SO LONG AS IT IS VOLUNTARY. LET THE CIVILIAN CONSERVATION CORPS BE RE-ESTABLISHED, LET IT BE A CHALLENGE TO THE YOUTH. LET THEM PROVE IT. THAT IS ONE REASON, AMONG SEVERAL, THAT THE NAME OF THE CIVILIAN CONSERVATION CORPS BE RETAINED. IT IS ALSO HISTORICALLY CORRECT. NOT ONLY WOULD THE CCC BE THAT CHALLENGE, IT WOULD ALSO BE AN ANSWER TO THE ANTIPATHY TOWARD THE DRAFT AND COMPULSORY MILITARY SERVICE DURING PEACE-TIME, AND WOULD CREATE A SENSE OF REAL, MEANINGFUL PURPOSE IN SERVICE TO THE COUNTRY. THERE IS A REBIRTH OF NATIONAL PRIDE AND PATRIOTISM IN THE COUNTRY. SERVICE IN THE CCC WOULD ENHANCE IT.

ANY YOUNG ADULT ATTEMPTING TO ENTER THE JOB-MARKET WHO WANTS WORK, WHO NEEDS WORK, OF ANY KIND, WHO CANNOT FIND A JOB, REGARDLESS OF THE TIMES, IS DISADVANTAGED. THE TERM 'DISADVANTAGED' IS AT BEST A PEJORATIVE, IT IS DENIGRATING, AND SHOULD BE ABOLISHED IN ITS PRESENT CONTEXT. THE REAL DISADVANTAGE YOUNG ADULTS FACE IS THE FACT THAT THEY ARE YOUNG, UNTRIED, UNTRAINED, UNSKILLED, INEXPERIENCED, AND SADLY TO SAY, UNEDUCATED EVEN THOUGH THEY MAY HAVE BEEN PUSHED THROUGH SOME TWELVE YEARS OF SCHOOLING - NONE OF WHICH IS THEIR FAULT.

THIS LARGELY UNTAPPED SEGMENT OF SOCIETY IS ONE OF THE MOST VALUABLE OF THE RENEWABLE RESOURCES WE HAVE. IT IS TIME FOR THEIR ENERGY, THEIR SPIRIT, THEIR ABILITIES, TO BE PUT TO SOME MEANINGFUL USE. THE CCC, THE CIVILIAN CONSERVATION CORPS, WILL DO THAT. IT DID IT ONCE. IT WILL DO IT AGAIN.

FOLLOWING ARE FURTHER SUGGESTIONS AND RECOMMENDATIONS EXTRAPOLATED FROM THE NACCCA CCC II PROPOSAL WHICH REFLECT SOME OF OUR THINKING. I WILL GLADLY READ THEM OR ANSWER YOUR QUESTIONS TO THE BEST OF MY ABILITY. THANK YOU.

ADMINISTRATION ULRICH 9/22/82

Legislation for the Civilian Conservation Corps does not create jobs. The CCC is a large pool of available workers, nationwide, to man projects mostly in our nations forests and parks, but not limited to those areas. Projects which the receiving technical agencies already have in their plans but because of various reasons have not been able to accomplish.

Supplying this reservoir of a national work force is one of the two major portions of the CCC. About three-fourths of the enrollees from each center or camp would be those assigned to the projects as needed by the technical service. The eight-hour-a-day forty-hour-a-week work force.

The other one fourth are involved in supporting services and center or camp administration, other than the project. This, of course, is the off-duty phase of center life; clerical services, food services, housing, clothing and other supply, medical and dental services, basic transportation, orientation, recreation, and education; the record keeping and the catering to member enrollees needs as well as the wants.

It is because of these two distinct portions of the overall CCC program that we are convinced that the Civilian Conservation Corps should be a separate agency under a National Director and staff. We are also convinced that because of the multitude of detail involved in the overall administration of the program it should not be placed under either the Department of Agriculture or the Department of Interior. If it must be placed within an already existing government department, it should be the Department of Labor.

Further, the CCC itself, does not need to have to accomplish all of the multitudinous detail involved in executive and administrative areas. Extensive cooperation between Departments is essential. It worked phenomenally well before. It can work again. Following are our suggestions in this regard;

DEPARTMENTS OF INTERIOR, AGRICULTURE, AND ENERGY. These will be the principal technical services supplying the projects, including the tools and equipment, professional and technical supervision on the job as well as on-the-job and in-service training. Neither Interior nor Agriculture should also have to be involved in selection and recruitment, orientation and distribution of enrollees, and the other off-duty areas mentioned before. Their cooperative job is to provide the projects and the financing of those projects, for which in turn they receive the work force needed at no cost to their budgets.

DEPARTMENTS OF LABOR AND HEALTH AND HUMAN SERVICES. Major cooperative contributions are the recruitment and selection of prospective enrollees, initial establishment of individual records, criteria for eligibility to be decided. However, it is urged that few limitations and if possible nothing having to do with quotas per se be imposed. This is another reason why we believe that the National Director and his agency be placed in the Department of Labor, if the independent agency is not created. The mechanism for selection and recruitment is already in place through U. S. Employment services nationwide. Necessary additional personnel needed for CCC recruitment would be relatively small, and would be a budget item of these departments. Also in place, is the records of the last two years of young men who have been identified through the Registration of eighteen-year olds, no such records are available for women.

DEPARTMENT OF DEFENSE. INVOLVED HERE ACTUALLY ARE MAINLY THE U.S. ARMY THROUGH ITS QUARTERMASTER CORPS, AND THE ARMY FINANCE DEPARTMENT, BOTH OF WHICH ARE ALREADY IN PLACE AND WHICH POSSESS THE EXPERIENCE AND EXPERTISE WHICH TO A LARGE DEGREE OTHER GOVERNMENTAL DEPARTMENTS DO NOT HAVE.

THE QUARTERMASTER CORPS WOULD BE INVOLVED IN PROCUREMENT AND DISTRIBUTION OF SUPPLIES AND EQUIPMENT NEEDED FOR THE GENERAL ADMINISTRATION OF THE PROGRAM OTHER THAN THOSE OF THE VARIOUS TECHNICAL SERVICES. THESE SUPPLIES AND EQUIPMENT WOULD ALSO INVOLVE HOUSING AND BUILDING REQUIREMENTS FOR THE CORPS, PARTICULARLY AT THE COMPANY OR CENTER LEVELS WHICH FOR THE MOST PART WILL BE IN RELATIVELY REMOTE AREAS.

THE FINANCE DEPARTMENT OF THE ARMY WOULD ALSO HANDLE, IN COOPERATION WITH THE QUARTERMASTER CORPS, THE ENTIRE FINANCIAL DISBURSEMENT OF CCC FUNDS, INCLUDING ACTING AS PAYMASTER. THIS WOULD RELIEVE THE TREASURY DEPARTMENT OF THIS RESPONSIBILITY ALTHOUGH IT WOULD DISBURSE THE BUDGET FUNDS TO THE ARMY FINANCE DEPARTMENT.

THE MEDICAL DEPARTMENT WOULD BE THE PRIMARY PROVIDER OF HOSPITAL SERVICES WHERE SUCH MEDICAL AVAILABILITIES EXIST, OR WOULD CONTRACT AND/OR COOPERATE WITH OTHER FEDERAL AGENCIES PROVIDIING SIMILAR SERVICES: NAVY, PUBLIC HEALTH SERVICE, AND PERHAPS VETERANS' ADMINISTRATION FACILITIES. THE MEDICAL DEPARTMENT SHOULD ALSO OVERSEE THE GENERAL HEALTH AND DENTAL SERVICES BUT NOT NECESSARILY SUPPLY THOSE SERVICES, AND BE THE CONTRACT AGENCY FOR LOCAL CLINIC AND OTHER HEALTH REQUIREMENTS WHERE GOVERNMENT FACILITIES ARE NOT READILY HANDY.

DEPARTMENT OF EDUCATION. ANY CCC PROGRAM OR CCC-TYPE PROGRAM MUST HAVE A STRONG, FLEXIBLE, AND ATTRACTIVE EDUCATION COMPONENT AS A MAJOR OFFERING TO ENROLLEES DURING OFF DUTY HOURS. IT WOULD INCLUDE IN-SERVICE-TRAINING, SUBJECTS AND CLASSES TO ENHANCE ON-THE-JOB-TRAINING, AND THE BASIC ACADEMIC SUBJECTS TO FIT THE NEEDS OF THE INDIVIDUALS AT WHATEVER LEVEL OF ACHIEVEMENT EACH MAY BE. THE DEPARTMENT OF EDUCATION OR THE OFFICE OF EDUCATION CONTRIBUTION, WORKING WITH EDUCATION ADVISERS AT ALL LEVELS, WOULD BE TO PROVIDE THE VARIOUS COMPONENTS OF THE EDUCATION PROGRAM, AND TO ENTER INTO AGREEMENTS WITH LOCAL SCHOOL DISTRICTS AT ALL LEVELS FOR CREDIT.....FROM BASIC READING AND WRITING SKILLS THROUGH GED AND COLLEGE.

IT IS NOT OUR PLACE TO DICTATE WHAT PROJECTS THE TECHNICAL SERVICES SHOULD PROVIDE EXCEPT THAT WE VERY STRONGLY URGE AND ENDORCE THE BIOMASS RECOVERY OF WASTE MATERIALS, THE MAJOR COMPONENT OF WHICH IS THE RECOVERY OF METHANOL OR WOOD ALCOHOL AS AN ALTERNATIVE FUEL TO REPLACE GASOLINE. WE MAY HAVE A LOVER AFFAIR WITH THE AUTOMOBILE AND ARE APT TO CONTINUE TO DO SO, BUT WE DO NOT HAVE TO EXTEND THAT AFFAIR TO THE PROPULSION FUEL NEEDED. THE FORD MOTOR COMPANY MANUFACTURES THOUSANDS OF AUTOMOBILES EACH YEAR DESIGNED TO OPERATE ON METHANOL. FORD SELLS ITS PRODUCT, MOSTLY, TO BRAZIL WHERE IT IS REPORTED THAT SOME 90% OF THEIR AUTOMOBILES RUN ON METHANOL, MADE FROM SUGARCANE.

NACCCA WOULD ALSO LIKE TO SEE THE CCC ENGAGED IN OTHER FORMS OF ENERGY PROJECTS SUCH AS SOLAR, GEO-THERMAL, HYDRO-ELECTRIC, HYDROPONICS, WIND, AND THE RECOVERY OF SUCH OTHER SOURCES BESIDES WOOD-WASTE FOR METHANOL, SINCE METHANOL CAN BE DERIVED FROM ANY ORGANIC MATERIAL. ONE IS THE FACT-GROWING WATER HYACINTH WHICH IN SOME PLACES LITERALLY CHOKES RIVERS AND ESTUARIES TO THE POINT THAT SUCH PLACES ARE RENDERED VIRTUALLY USELESS, OTHERWISE, EASILY HARVESTED AND TRANSPORTED, AND EASILY PROCESSED.

WE ARE FULLY AWARE THAT THE SUN AS A SOURCE OF DIRECT POWER IS INFINITE, ENERGY WHICH CAN BE DERIVED FROM RENEWABLE SOUCES IS INFINITE, MANAGED PROPERLY. WE ARE ALSO FULLY AWARE THAT FOSSIL FUELS ARE NOT. ONCE THEY ARE GONE, THEY ARE GONE. NO MAGIC FORMULA WILL REPLACE THEM OR CAUSE THEM TO RE-APPEAR. RELYING ON THOSE FORMS OF ENERGY BECAUSE OF SO-CALLED RESERVES IS PLAYING THE OSTRICH. FOR SURVIVAL, WE MUST CONSERVE WHAT WE HAVE, WE MUST DEVELOP ALTERNATIVES AS RAPIDLY AS POSSIBLE, AND WE MUST DEVELOP ALL SORTS OF SYNTHETIC FUELS. THE CCC CAN PLAY A MAJOR ROLE IN PERFORMING AS LABORATORIES FOR VARIOUS KINDS OF ENERGY DEVELOPMENT PROJECTS, AT LESS COST.

ONE SMALL EXAMPLE: AN ELECTRIC POWER PLANT IN CENTRALIA, WASHINGTON, GOBBLES UP FOURTEEN TONS OF COAL PER MINUTE. AN ELECTRIC POWER PLANT DOES NOT GO ON THE LINE AT EIGHT IN THE MORNING AND SHUT DOWN AT FIVE IN THE EVENING; IT RUNS TWENTY-FOUR HOURS A DAY, THREE HUNDRED SIXTY-FIVE DAYS A YEAR. SIMPLE ARITHMETIC DEMONSTRATES THAT THIS ONE COMPARATIVELY SMALL PLANT CONSUMES SEVEN MILLION, THREE HUNDRED FIFTY-EIGHT THOUSAND, FOUR HUNDRED TONS OF COAL IN ONE YEAR.

TABLE OF ORGANIZATION

IT IS STRONGLY SUGGESTED THAT THE OFFICE OF THE DIRECTOR HAVE AS PART OF THE STAFF, REPRESENTATIVES AND THEIR STAFFS FROM EACH CONTRIBUTING DEPARTMENT OF THE GOVERNMENT, IN A SENSE ON DETACHED SERVICE WITH THE CCC, AND PAID FROM THEIR BUDGETS. THESE REPRESENTATIVES WOULD FORM A COOPERATIVE ADVISORY COUNCIL TO THE DIRECTOR. THE DIRECTOR WILL NEED ONE DEPUTRY DIRECTOR FOR OVERALL ADMINISTRATION, AND ASSISTANT DIRECTORS FOR EDUCATION, BUDGET, AND VARIOUS LIAISON POSITIONS AS MAY BE NEEDED. ALL OTHER CLERICAL AND OTHER SUPPORT POSITION CAN BE FILLED BY COMPETENT AND TRAINED ENROLLEES. THERE IS NO NEED FOR THE CCC TO BECOME TOP-HEAVY WITH BUREAUCRACY, AT ENROLLEE STIPENDS, IF THE COOPERATIVE NATURE OUTLINED HERE IS ADEQUATELY APPROACHED.

THE SAME THING IS TRUE AT REGIONAL AND DISTRICT (STATE) LEVELS. A MINIMUM OF ADMINISTRATIVE PERSONNEL WILL BE NEEDED, WITH THE MAJOR PORTION OF THE WORK DONE AT THOSE LEVELS BEING ACCOMPLISHED BY STAFFS OF ENROLLEES.

COMPANY OR CENTER LEVELS NEED A DIRECTOR, AN ASSISTANT DIRECTOR, AN EDUCATIONAL ADVISER, AND A PHYSICIAN, IF NOT ON SITE, IN CLOSE PROXIMITY AND ON CONTRACT CALL. EVERY OTHER POSITION FOR THE OPERATING OF THE CAMP IS FILLED BY ENROLLEES.

IT IS VERY STRONGLY ADVISED THAT COMPANY OR CENTER STRENGTH BE AT OR NEAR 200 ENROLLEES. ANY SMALLER CENTER NUMBER OF PEOPLE WOULD BE COUNTER-PRODUCTIVE TO ACCOMPLISH THE MAJOR PROJECTS WHICH THE TECHNICAL SERVICES MAY HAVE. THIS IS ESPECIALLY TRUE IN THOSE SITES IN WHICH THERE IS A BIOMASS PROJECT, WHERE A BIOMASS PROJECT IS IN OPERATION THERE WILL ALSO BE OTHER EQUALLY IMPORTANT PROJECTS AS WELL.

8

ADMINISTRATION - 4

ULRICH 9/22/82

A SUGGESTED BREAK-DOWN OF INDIVIDUAL COMPANY/CENTER/CAMP POSITIONS WHICH THE ENROLLEES FILL IS CONTAINED IN THE NACCCA CCC II PROPOSAL AND ITS SUPPLEMENT, COPIES OF WHICH CAN BE MADE READILY AVAILABLE.

THE CCC PROGRAM PROVIDES ALL OF THE ELEMENTS WHICH SATISFY THE ENROLLEE NEEDS AS SUGGESTED PREVIOUSLY: FOOD, SHELTER, CLOTHING, TRANSPORTATION, MEDICAL AND DENTAL SERVICES, INSURANCE, RECREATION, AND EDUCATION IN ADDITION TO THE WORK TRAINING AND EXPERIENCE. THEREFORE, IT WOULD NOT BE FEASIBLE, NOR NECESSARY, TO PAY ENROLLEES WHAT IS NOW THE MINIMUM WAGE OF $3.35/HOUR. TWENTY-SIX DOLLARS AND EIGHTY CENTS PER DAY IS TOO MUCH WITH ALL OF THE FRINGE BENEFITS NOTED ABOVE FOR UNTRAINED, UNSKILLED, INEXPERIENCED, AND IN TOO MANY CASES UNEDUCATED WORKERS.

WE RECOMMEND A BASIC CASH PAYMENT BEGINNING AT $200.00 PER MONTH FOR THE BASE PAY ENROLLEE, WITH A GRADUATED RATING SCALE UP TO A MAXIMUM OF $300.00 PER MONTH FOR THE RANKING ENROLLEE, THE SENIOR LEADER. OTHER RATINGS ARE LEADERS AND ASSISTANT LEADERS.

WE ALSO STRONGLY RECOMMEND THAT ELIGIBILITY FOR ENROLLMENT IN THE CCC BE LIMITED TO SINGLE, CITIZENS OF THE UNITED STATES WHO ARE AT LEAST EIGHTEEN YEARS OF AGE AND NOT YET TWENTY-FIVE AS THE ENTRY AGE BRACKET; THAT NO LIMIT BE PLACED ON LENGTH OF SERVICE AND THAT SMALL STIPEND INCREASES BE MADE FOR RE-ENROLLMENT; THAT ALL HONORABLE CCC SERVICE BE TRANSFERABLE TO ANY OTHER FEDERAL SERVICE INCLUDING THE MILITARY FOR PURPOSES OF EVENTUAL RETIREMENT, INCLUDING SOCIAL SECURITY. WE DO NOT BELIEVE THAT A NATIONAL WORK SERVICE PROGRAM BE ESTABLISHED FOR OUR YOUNG ADULTS WHICH WOULD ALSO BE OPEN TO "LAWFULLY ADMITTED ALIEN PAROLEES OR REFUGEES." THE MINIMUM EIGHTEEN YEAR AGE LIMIT SUGGESTED IS PRIMARILY BECAUSE OF CHILD LABOR LAWS WITH THE ATTENDANT RESTRICTIONS ON HAZARDOUS DUTY AND THE USE OF POTENTIALLY HAZARDOUS EQUIPMENT.

COMPANY ADMINISTRATION

ADMINISTRATION OF ORIGINAL CCC COMPANIES WAS BY AND LARGE THROUGH THE UNITED STATES ARMY RESERVE OFFICER CORPS. THEY WERE ASSIGNED TO CCC DUTY AS COMPANY COMMANDERS, 2ND OFFICERS, AND FROM THE MEDICAL DEPARTMENT, A DOCTOR WHO AT TIMES COULD SERVE MORE THAN ONE CAMP. THESE THREE ALONG WITH THE EDUCATIONAL ADVISER COMPRISED THE ADULT COMPLEMENT OF THE COMPANY ITSELF (ASIDE FROM THE TECHNICAL SERVICE PERSONNEL). THE THREE OFFICERS WERE PAID BY THE ARMY, NOT BY THE CCC, SINCE THEY WERE ON ACTIVE DUTY. THEY PROVIDED THE AUTHORITY AND THE RESPECT OF THE UNIFORM, WITHOUT THE CIVILIAN ASPECT OF THE OVERALL CCC BEING TINGED WITH MILITARISM. THE CCC II PROPOSAL RECOMMENDS THIS.

WE FURTHER RECOMMEND THAT THE STRUCTURE OF A COMPANY BE THE SAME AS IN THE ORIGINAL CCC, STRUCTURE WHICH WAS BASED ON THAT OF A TYPICAL INFANTRY COMPANY FOLLOWING ARMY PROCEDURES FOR RECORDS, REPORTING, AND THE GENERAL OPERATION OF THE CAMP ITSELT, THE OFF-DUTY PHASE OF CAMP LIFE. AN ALTERNATIVE TO THE MILITARY ADMINISTRATION, ESPECIALLY AT THE COMPANY LEVEL, WOULD BE TO ENLIST THE EXPERTISE OF THE ARMY IN TRAINING ADMINISTRATORS AND CERTAIN KEY ENROLLEES IN THE STRUCTURE AND REPORTING REQUIREMENTS - THE ESSENTIAL RECORD KEEPING AND PROCEDURES.

Wenda - 7

THE CCC LIVES AGAIN IN NACCCA
NACCCA
NATIONAL ASSOCIATION OF
CIVILIAN CONSERVATION CORPS ALUMNI
7900 SUDLEY ROAD, SUITE 418
MANASSAS, VA 22110

CCC II

CO-CHAIRMEN NACCCA TASK FORCE

BIOMASS	T/O FUNDING
CARL DION	JOHN H. ULRICH
16627 34TH AVE SO	P.O. BOX 988
SEATTLE, WA 98198	CARPINTERIA, CA 93013

APRIL 1982

THE UNDERSIGNED COMPILED THE TABLE OF ORGANIZATION AND THE FUNDING PORTIONS OF THE NACCCA PROPOSAL KNOWN AS CCC II, TITLED THE NATIONAL SERVICE CONSERVATION ACT. IT WAS ORIGINALLY PROPOSED TO CONGRESS IN AUGUST OF 1980 WITH A SUPPLEMENT IN APRIL OF 1981.

FOLLOWING ARE EXCERPTS FROM AN UNFINISHED MANUSCRIPT BEING PREPARED FOR PUBLICATION AND FOR SUBMISSION TO INTERESTED MEMBERS OF CONGRESS IN OUR SUPPORT FOR THE IDENTICAL BILLS NOW IN COMMITTEE IN BOTH HOUSES: H. R. 4861 AND S. 2061, SHORT TITLE, "PUBLIC LANDS CONSERVATION, REHABILITATION, AND IMPROVEMENT ACT OF 1981." BOTH ARE BI-PARTISAN BILLS. HR 4861 WAS INTRODUCED IN THE HOUSE ON OCTOBER 29, 1981, BY REPRESENTATIVES SEIBERLING AND MOFFET, AND FOR MR CONTE, MR ROYBAL, AND MR BEREUTER. THÉRE ARE NOW OVER 90 CO-SPONSERS OF THE BILL IN THE HOUSE. SENATORS MOYNIHAN AND MATHIAS INTRODUCED S. 2061 IN THE SENATE ON FEBRUARY 3 (LEGISLATIVE DAY, JANUARY 25, 1982). IT IS IDENTICAL TO THE HOUSE RESOLUTION AND HAS WIDE SUPPORT FROM BOTH PARTIES IN THE SENATE: INCLUDING SENATORS JACKSON (WASHINGTON), HATFIELD (OREGON), CANNON (NEVADA), AND CRANSTON (CALIFORNIA) A CO-SPONSER.

UNDER PROVISIONS CONTAINED IN THE CCC II PROPOSAL: WOULD

1. PROVIDE MEANINGFUL WORK EXPERIENCE AND TRAINING FOR 100,000 ENROLLEES - SINGLE CITIZENS BETWEEN 18 AND 25 - IN FIVE HUNDRED 200-ENROLLEE COMPANY CAMPS, LOCATED MAINLY IN OUR NATIONAL FORESTS AND PARKS, LATER TO BE EXPANDED TO STATE AND LOCAL ENTITIES OF A SIMILAR NATURE.
2. PROVIDE A WORK FORCE FOR ALL KINDS OF DISASTER RELIEF. THE MONETARY VALUE OF SUCH A WORK FORCE IN FOREST FIRE FIGHTING, ALONE, WOULD MORE THAN PAY FOR ITS COSTS, ANNUALLY.
3. PROVIDE A WORK FORCE AT EACH CAMP OF 200 ENROLLEES AT NO DIRECT LABOR COST TO THE RECEIVING TECHNICAL AGENCY PROJECTS. SUCH PROJECTS WOULD SUPPLY TECHNICAL SUPERVISION FOR ON THE JOB TRAINING.
4. PROVIDE AN ALTERNATIVE NATIONAL SERVICE WITH ALL CCC CREDITS TRANSFERRABLE TOWARD ANY OTHER SUBSEQUENT FEDERAL SERVICE, INCLUDING THE MILITARY IN THE EVENT OF A NATIONAL EMERGENCY. (TWO YEARS CCC SERVICE WOULD EQUAL ANY OTHER MILITARY SERVICE IN PLACE OF A PEACE TIME MILITARY DRAFT.)

Addenda - 10

5. ADDRESS THE HORRENDOUS UNEMPLOYMENT AMONG OUR NATION'S YOUTH. ADVOCATES THAT ALL UNEMPLOYED YOUTHS DESIRING WORK ARE DISADVANTAGED. URGES THAT ANY CONNOTATION AS A "RELIEF" AGENCY BE AVOIDED, AND THAT NO QUOTAS BE IMPOSED IN ANY MANNER EXCEPT AS DICTATED BY THE APPROPRIATION BUDGET.

6. REDUCE WELFARE BY MANDATORY HOME ALLOTMENTS FOR THOSE ENROLLEES FROM WELFARE RECIPIENT FAMILIES.

7. OFFER CONTINUING EDUCATION TO EACH ENROLLEE AT THE POINT FORMAL EDUCATION CEASED FOR WHATEVER REASON.

8. PROVIDE ESSENTIAL NEEDS: FOOD, SHELTER, CLOTHING, MEDICAL AND DENTAL SERVICES, BASIC TRANPORTATION AND RECREATION, AND THAT BECAUSE OF THESE BENEFITS THE MONTHLY STIPEND TO ENROLLEES BE FAR BELOW THE NATIONAL MINIMUM HOURLY WAGE.

9. RETREIVE BILLIONS OF TONS OF FOREST AND OTHER AGRICULTURAL WASTE AND SLASH (USUALLY BURNED) TOWARD UTILIZATION FOR CHEAP FIREWOOD, WOOD CHIPS, PARTICLE BOARD, AND WOOD ALCOHOL AS AN ALTERNATIVE INTERNAL COMBUSTION ENGINE FUEL RELIEVING THE DEPENDENCY ON GASOLINE AND DIESEL AND RELEASING THOSE NEEDS TO OTHER PETROLEUM BY-PRODUCTS. RECOGNIZES THAT REGARDLESS OF SO CALLED OIL GLUTS AND HUGE COAL DEPOSITS - ALL OF THESE INCLUDING NATURAL GAS ARE FINITE. OUR ONLY REAL SOURCE OF ENERGY IS IN RENEWABLE RESOURCES. ONCE OIL AND GAS AND COALARE GONE, THEY ARE GONE.

10. EMPHASIZE DISCIPLINE, RESPONSIBILITY, AND RESPECT FOR AUTHORITY THROUGH THE WORK ETHIC AND THE DEMOCRATIC PROCESS.

11. PROVIDE JOBS FOR CERTAIN HANDICAPPED PEOPLE IN MANY NON-HAZARDOUS ADMINISTRATIVE AND EXECUTIVE TYPE JOBS IN THE CAMPS.

12. ADVOCATE APPLICATION AND PRACTICAL USES OF SOLAR POWER AND OTHER ALTERNATIVE POWER SOURCES WHEREVER POSSIBLE AND FEASIBLE AND TO SERVE AS A "LABORATORY" FOR SUCH USES.

13. KEEP TO A MINIMUM TOP-HEAVY ADMINISTRATIVE AND EXCUTIVE PERSONNEL WITH APPROXIMATELY 90% OF THIS TYPE OF WORK DONE BY ENROLLEES.

14. RECOMMEND THAT COMPANY/CAMPS BE INTEGRATED BUT ALSO PROVIDES THAT ETHNIC, RACIAL, OR GENDER GROUPS BE ALLOWED SEGREGATED CAMPS AT THE REQUEST OF SUCH GROUPS, WITH THE UNDERSTANDING THAT ADMINISTRATIVE AND TECHNICAL PERSONNEL MAY OR MAY NOT BE OF THE SAME GROUPS - THAT TRAINED, EXPERIENCED SUPERVISORY PERSONNEL IS MORE IMPORTANT THAN ETHNIC AND RACIAL OR GENDER CRITERIA. (THIS IS IN RELATION TO "NO QUOTAS" IN #5 ABOVE.)

15. RECOMMENDS THAT ENTRY AGES BE BETWEEN 18 YEARS AND NOT YET 25, BUT THAT NO CEILING BE PLACED ON LENGTH OF SERVICE. CCC SERVICE SHOULD BE AVAILABLE AS A CAREER SERVICE EQUAL TO THE MILITARY WITH APPROPRIATE ANNUAL COMPENSATION ADVANCES AND RETIREMENT CREDITS.

[illegible] - 11

16. ADVOCATES STRONGLY THAT THE DEPARTMENT OF DEFENSE IN GENERAL AND THE U. S. ARMY IN PARTICULAR PROVIDE THE NECESSARY ADMINISTRATIVE AND EXECUTIVE PERSONNEL THROUGH ARMED FORCES RESERVISTS ON ACTIVE DUTY WITH THE CCC ALONG WITH THE LOGISTICAL EXPERTISE OF THE QUARTERMASTER CORPS OR DEPARTMENT, BUT, AT THE SAME TIME THAT IN NO WAY WILL THE CCC EVER BE CONSTRUED TO BE MILITARY, QUASI-MILITARY OR MILITARISTIC IN NATURE. THIS IS TO RECOGNIZE THAT CERTAIN CONCEPTS WITHIN THE MILITARY ARE VALID SUCH AS DISCIPLINE, COURTESY, RESPECT, CLEANLINESS AND MAINTENANCE OF SELF, EQUIPMENT, AND CAMP WOULD BE DESIRABLE.

18. RECOMMENDS THAT AS APPLICABLE UNDER THE ENABLING LEGISLATION THE ORIGINAL CCC RULES AND REGULATIONS BE REVIVED, REVISED, AND USED.

19. OPEN ENROLLMENTS ON A FIRST-COME-FIRST-SERVED BASIS THE FIRST MONTH OF EACH CALENDAR QUARTER (TO FILL VACANCIES) AND ENROLLMENTS AND RE-ENROLLMENTS BE FOR SIX MONTH DURATION THE FIRST YEAR, WITH ANNUAL RE-ENROLLMENTS THEREAFTER.

20. THAT CERTAIN LOCALLY EXPERIENCED PERSONNEL BE EXEMPT FROM AGE RESTRICTIONS FOR CERTAIN COMPANY AND TECHNICAL SERVICE "OVERHEAD" POSITIONS AS ENROLLEES: CLERKS, KITCHEN PERSONNEL, AND OTHER COMPANY OR CAMP PERSONNEL NEEDS. LIMITED TO SOME 20% OR LESS OF THE TOTAL COMPANY STRENGTH.

21. PROVIDES THAT USE OF DRUGS OR THE INTRODUCTION OF DRUGS IS CAUSE FOR IMMEDIATE DISHONORABLE DISCHARGE WITH FORFITURE OF ANY AND ALL POSSIBLE POST ENROLLMENT BENEFITS. IMMODERATE USE OF ALCOHOL MAY SUBJECT USER TO THE SAME DISCHARGE. SEXUAL HARASSMENT OF ANY KIND, FOR ANY REASON, TOWARD ANY PERSON WILL ALSO BE SUBJECT TO IMMEDIATE DISHONORABLE DISCHARGE FOR THE PERPETRATOR, OR IMMEDIATE DISMISAL FOR NON-ENROLLEE PERSONNEL.

NACCCA SUPPORTS BOTH BILLS NOW IN CONGRESS BUT IT WILL CONTINUE TO ADVOCATE BROADENING PROVISIONS IN THOSE BILLS AS MUCH AS POSSIBLE, REALIZING THAT THERE IS ROOM FOR COMPROMISE BETWEEN THOSE BILLS AND THE CCC II PROPOSAL BY NACCCA. NACCCA KNOWS, THEREFORE CONTENDS, THAT ANY PROGRAM ENACTED SHOULD APPROACH AS MUCH AS POSSIBLE THE ORIGINAL CIVILIAN CONSERVATION CORPS AND THAT IT WORKED. SPLENDIDLY. FURTHERMORE, IT RETURNED TO THE U S TREASURY BILLIONS MORE THAN ITS NINE-YEAR MODEST COST OF SOME $3 BILLION DOLLARS.

THE BIOMASS PROJECT (PARAGRAPH 9 ABOVE) HAS BEEN CALCULATED IN ITSELF TO RETURN SEVERAL MILLION DOLLARS ANNUALLY OVER THE PROJECTED COSTS OF THE TOTAL PROGRAM, WHILE AT THE SAME TIME CLEANING UP AND MAINTAINING FORESTS AND PARKS THROUGH UTILIZATION OF WASTE MATERIALS NOW LOST THROUGH FORESTRY PRACTICES. BIOMASS PROJECTS REQUIRE NO NEW TECHNOLOGY BUT WOULD GREATLY EXPAND THE WOOD-ALCOHOL RETREIVABLE INDUSTRY ALREADY IN EXISTENCE.

John H Ulrich
JOHN H ULRICH, NACCCA

Senator **Wallop**. Thank you, Mr. Ulrich.

I appreciate the statements of all three of you. Some of the issues which the three of you have brought up, especially Mr. Griggs and Mr. Ulrich, in dealing with discipline are very lightly touched upon, and I believe that the experience was cited by Mr. Burr, Senator Warner, you all, I think it's important that there be some real meaning to having held that position for a little while. It ought to be something sought after and not just done as a matter of individual convenience. It ought to be something that having done it, I don't see it's possible without addressing the issue of discipline to the extent that at least some moment in time you can be dismissed from your position for not working, for not living up to the measure and standards that would be there. I don't think it has to be militaristic.

I appreciate the testimony that each of you have given. Thank you very much.

Next is a panel with Paul Pritchard, Brock Evans, Rafe Pomerance, and Richard Pardo.

STATEMENT OF PAUL C. PRITCHARD, PRESIDENT, NATIONAL PARKS & CONSERVATION ASSOCIATION, WASHINGTON, D.C.

Mr. **Pritchard**. Thank you. It's a pleasure for us to be here along with our patriots to discuss and present to you some specific points as well as some conclusions about the bill itself.

May I begin by saying that the National Parks & Conservation Association strongly endorses your subcommittee's consideration and support of this bill and we think that the reasons that have already been stated by others are clearly those that we would echo. We would also like to point out that in terms of the parks specifically, you, yourself, and all of us, have been concerned about the problems of maintenance in the national parks. This goes well for the other resources that we have expressed concern about in the forests and elsewhere. This problem of deterioration is one that we would question, but we do agree and support the need for dollars for personnel and for maintenance in the national parks as well as the other public lands.

The second part of that deed, if I might address that, is the question of youth. What we've heard today is a concern that people be given the opportunity for a day's worth of wages for a day's worth of work. What we are really receiving in this program, as Senator Randolph pointed out and that you and others are so concerned about, is the fact that we get more. We get $1.20 for every $1 and it is our understanding that in fact this may be even greater as time goes along and as the Department of the Interior becomes more efficient.

My first point would be clearly there is a need. Second, we would submit that that need is going to grow in the future. The number of visitors, the amount of deterioration, the disinvestment that was discussed by Senator Moynihan is a problem that we're equally concerned about and will be a problem of growing proportion in the future.

We know that visitation will increase in the national parks and on the other public lands. If it has to, we have to be prepared to address that.

A third point would be the fact that as far as we're concerned there is a proven program. A proven program over a long period since the 1930's and reenacted recently in the past decades that has proven itself. We would only suggest one addition to this particular bill, S. 2061, an addition which was added to the House version and that is that section 5(d)(3) be amended or be included in the Senate version so that there is a minimal 25 percent which is provided to the agencies of the Department of Interior, and we think that would be a reasonable addition in the current Senate bill.

Mr. Chairman, in conclusion may I just simply say it is an unusual situation to talk about a bill in this hearing, a bill that has a different sort of feel about it. As I've listened to the people talk, it has not been one of those instances where we're proposing something for the future, something new, something that we haven't tried before. In this case the need is there and the resource is needed. Second, the program is proven, it is clearly proven by the experience and most importantly the pride that I've heard reflected here today which is totally beyond my experience in many other endeavors.

I would say that this subcommittee has a very important responsibility and I know it rests heavily upon you and you've shown concern about it, but it is in fact a conclusion that the subcommittee will determine the fate of many resources and the fate of many young people in this country.

Thank you very much. We appreciate this opportunity to testify.

[The prepared statement of Mr. Pritchard follows:]

STATEMENT OF PAUL C. PRITCHARD
PRESIDENT
NATIONAL PARKS & CONSERVATION ASSOCIATION

PRESENTED TO THE
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
U.S. SENATE

September 22, 1982

Mr. Chairman, I am Paul C. Pritchard, President of the National Parks and Conservation Association (NPCA) which is the principal conservation organization dedicated to the preservation and expansion of the National Park System.

The National Parks and Conservation Association supports S.2061 and H.R.4861. This legislation, if enacted, would provide much needed employment opportunities for many youth and would help preserve many of this nation's outstanding natural, cultural and recreational resources. NPCA is particularly interested in this legislation because it would help to improve the National Park System.

Especially in the past several years, we have been actively working for additional funding for the National Park System. While we have been concerned about several aspects of the NPS budget, we have consistently argued for additional funds for maintenance and personnel. In recent years, there has been some additional funding provided for maintenance. However, the number of Park Service personnel has been decreasing. In the period between 1978 and 1981, the Park Service lost several hundred full time personnel. Additional funding for personnel and maintenance has been especially critical during the past few years because of the remarkable growth in the National Park System both in Alaska and in the other 49 states.

One of the major ways that the Park Service has been able to deal partly with the lack of funding for maintenance and personnel has been through youth conservation programs such as the Young Adult Conservation Corps (YACC) and the Youth Conservation Corps (YCC). In 1981, when it became apparent that the Administration was proposing to eliminate these programs, we did a brief review of the role and effectiveness of the YCC program in the National Park System. What we found was that this program has been extremely effective, recently providing approximately $1.20 in work performed for every dollar of federal expenditure. We also found that the youth employed in these programs were involved in essential projects such as preservation of tundra environment, rehabilitation of overused areas, and trail construction and rehabilitation. In several parks, youth conservation employees were essential to the normal operating of that park.

Much has been written these past two years about the deteriorated state of the National Park System. While we believe that the Administration and the General Accounting Office have overestimated the problems, there is a very real need to improve the National Park System. There is no doubt that without the youth employed in the parks, the state of the parks would be recognizably worse. One of the best ways to improve the parks is through an effective program of youth conservation employment.

The need for such a program in the future is likely to grow. Virtually every year the parks receive increased visitation, and with additional use comes an increased need for maintaining the parks. During 1981, for example, visitation increased by approximately nine percent. With the current emphasis on reducing federal employees, the Park Service will not have an adequate number of personnel, not even enough additional staff to keep up with the increase in visitation. Youth conservation employment programs will help to complete critical projects, especially in the areas of maintenance and rehabilitation that the Park Service will not have sufficient staff to do.

When this legislation was considered in the House of Representatives, there was one section of the legislation which we recommended be amended. Section 5(d)(3) of S.2061 provides that not less than forty percent of appropriated funds in any fiscal year be dispersed to the states and not less than twenty-five percent be dispersed pursuant to agreements with the Secretary of Agriculture. As currently drafted, this section does not ensure that the Natioanl Park System or other lands managed by the Department of the Interior (DOI) will benefit from this legislation. We believe that the needs facing the Park System and other lands administered under DOI are so great that this section should be amended to provide specific annual funding authorization for projects in these areas. This section in H.R.4861 was amended in the House so that at least twenty-five percent of the funding would go to agencies in the Department of the Interior. We would strongly recommend that a similar change be made in S.2061.

We have briefly mentioned the extensive benefits that youths involved in this program will receive. Others testifying today have fully discussed these benefits. Together with the beneficial effects which the national parks, wildlife refuges, forests, and other federal, state and local areas will receive, we believe there is an overwhelming case for the passage of this legislation.

Over the past several years, youth conservation workers have played a critical role in the maintenance and improvement of the National Park System and many other areas. We believe S.2061 and H.R.4861 improve on past programs and, given the needs facing our public lands, especially the National Park System, this legislation should be passed as soon as possible.

We appreciate the opportunity to testify today and would be pleased to answer any questions.

Senator WALLOP. Thank you.

STATEMENT OF BROCK EVANS, VICE PRESIDENT FOR NATIONAL ISSUES, NATIONAL AUDUBON SOCIETY, WASHINGTON, D.C.

Mr. EVANS. Thank you Mr. Chairman.

I'm here as you know on behalf of the National Audubon Society, an organization of nearly half a million people throughout the United States. As you probably know, our organization conducts many activities including the—network, major centers, regional offices and scientific and education programs. We're here today to certainly support S. 2061 along with our colleagues.

In our view, this legislation would help two very pressing needs of the country; employment for youth and resource management. I think our interest in the protection of America's great national treasures, parks, wilderness areas, refuges, and wild rivers must be obvious to everyone today. We also express our concern here for another national treasure, this country's young people.

The appallingly high unemployment figures for youth, and this figure I'm sure has been quoted many times today. As we know, behind every one of these numbers is a young man or young woman in the city feeling hopeless, desperate, looking perhaps at some socially unacceptable way to make a buck just to survive. Anyone can look at those figures and see trouble, Mr. Chairman. We feel the American Conservation Corps can help turn some of those numbers around and it can do it in a cost effective manner, bringing in dollars for each dollar we spend. It's a program that's worked in the past and we now have before us a bill which has been fine tuned to allow the program to run more smoothly.

Audubon Senior Vice President and former Assistant Secretary of Agriculture Rupert Cutler has long been an outspoken supporter of conservation programs when he was in that position. It's his experience that these programs not only bring alienated young people into the mainstream of society, but also provide career opportunities for agency employees who would not otherwise have the background necessary for promotion.

Oftentimes an edge can be found for them in administering programs. Thus the ripple effect of this one small effort is certainly far reaching.

The appropriation for this bill is $50 million. We think this is enough, especially when you consider the value given these young people, perhaps for the first time in their lives a chance to be good at something, a chance to meet a challenge and feel good about themselves. We've already heard a lot of testimony today about how programs of the past have changed young peoples' lives and taught them appreciation of the land and the water and the earth and the earth processes. This is extremely important in our view.

One of Audubon's major concerns has always been educating the American people on the interrelationship of our species with a greater natural environment. We think this program is important and a vital education network that brings people in touch with the American landscape.

Finally, I think we talked about the other important things, we talked about youth and what is necessary to help them get into society. We also feel that the young people who participate in this work force do do very valuable work to maintain and improve our natural resources. We see nothing low priority about reforestation, soil and water conservation, watershed protection, archeological research, preservation of cultural and historical sites, pest control and so on. As Paul Pritchard just said, both this committee and the Secretary of Interior and others including ourselves have been concerned about the shape of some of the facilities in our national parks. Every survey indicates that there is no cheaper way to improve these conditions than by tapping this huge youth work force. They have the desire, the need and the energy to get the job done. They have the need to contribute to society and feel they have a stake in its future. This work should go on and the American Conservation Corps is the cheapest way to accomplish that. Coupled with the educational and social benefits it also produces, it's a program that the 97th Congress can be proud of. We commend you and this committee, Mr. Chairman, for your interest in hearing testimony and for your consideration of the legislation. We hope it passes.

Thank you.

[The prepared statement of Mr. Evans follows:]

National Audubon Society
NATIONAL CAPITAL OFFICE
645 PENNSYLVANIA AVENUE, S.E., WASHINGTON, D.C. 20003 (202) 547-9009

STATEMENT OF BROCK EVANS

VICE PRESIDENT FOR NATIONAL ISSUES

BEFORE THE

SENATE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE

REGARDING

THE PUBLIC LANDS CONSERVATION, REHABILITATION AND IMPROVEMENT ACT

(S. 2061)

September 22, 1982

AMERICANS COMMITTED TO CONSERVATION
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Mr. Chairman, my name is Brock Evans and I am here today in my capacity as Vice President for National Issues of the National Audubon Society. As you know, the National Audubon Society is an organization of nearly one-half million men and women throughout the United Sates. Our organization conducts many activities, including a far-flung network of nature centers, regional offices, scientific and education programs.

I appear to you today to offer the Society's wholehearted support of S. 2061, the Public Lands Conservation, Rehabilitation and Improvement Act. This important piece of legislation will help meet two very pressing needs of this country: employment for youth and resource management.

While Audubon's interest in the protection of America's great national treasures -- our parks, wilderness areas, refuges and wild and scenic rivers -- must be obvious to everyone today, we must also express our concern for another national treasure -- this country's young people. The appallingly high unemployment figures for youth in this country will be quoted to you many times today. Let me reiterate them: 23 percent youth unemployment; 50 percent among minority youth. Behind every one of these numbers is a young man or young woman in the city, feeling hopeless, feeling desparate and looking perhaps at socially unacceptable ways to make a buck, to survive.

Anyone can look at those figures and see trouble. The American Conservation Corps can help turn some of those numbers around. And it can do it in a cost effective manner, bringing in better than a dollar for each dollar we spend. It is a program that has worked in the past; and we now have before us today a bill that has been fine-tuned to allow the program to run more smoothly. Audubon's Senior Vice President and former Assistant Secretary of Agriculture, Rupert Cutler, has long been an outspoken supporter of Conservation Corps programs. It is his experience that these programs not only bring alienated young people into the mainstream of society, but provide career promotion opportunities for agency employees who would not otherwise have the background necessary for promotion. Oftentimes a niche can be found for them administering these programs. The ripples created by this one small effort are therefore far reaching.

The appropriation for this bill in 1983 is $50 million. It is a modest sum yet there are those who would oppose the bill for that reason alone. But I ask this subcommittee today, what is the value of a life turned around? What is the value of taking kids off the streets and putting them in a forest, a strange and wonderful and exciting place. A place they have never been before. These programs build character and they give young people a chance to step back from their lives for a summer or a year and examine their directions -- perhaps for the first time. Their experience on the land brings them in touch with a vital part of their history, and allows them to grow.

These programs give young people -- perhaps for the first time in their lives -- a chance to be good at something, a chance to meet a challenge and to feel good about themselves. You will no doubt hear much testimony today about how past programs such as the Youth Conservation Corps and the Young Adult Conservation Corps and the Civilian Conservation Corps changed young people's lives, taught them appreciation of the land, the water, the growing things upon it and how, as John Muir once said, "everything is hitched to everything else." And as they learned respect and care for our resources, they learned respect for themselves.

One of Audubon's major concerns has always been educating the American people on the interelationship of our species with the greater natural environment. We think this program is an important link in a vital education network that brings people in touch with the incredible American landscape.

We believe most sincerely that the educational value of these programs is yet another benefit and one that should not be discounted too quickly.

And what of the land itself -- becoming ever more fragile as pressures for both commodity and ammenity uses grow? The young people who participate in this workforce do valuable work to maintain and improve our natural resources. Some have called this work "low priority." I see nothing secondary about reforestation, soil and water conservation, watershed protection, archeological research, preservation of cultural and historical sites, pest control, and improvement of recreational facilities. Who can belittle the contribution of youth teams collecting biomass for the production of energy? We cannot afford to be penny wise and pound foolish with our natural resources. Secretary Watt has lamented the alleged dilapidated shape of many of the recreational facilities on our National Parks. Every survey indicates that there is no cheaper way to improve these facilities than by tapping the huge youth workforce. They have the desire, the need and the energy to get the job done. They have the means to contribute to society and feel they have a stake in its future. This work must go on and the American Conservaton Corps is by far the cheapest way to accomplish it. Coupled with the educational and social benefits it also produces, it is a program that the 97th Congress can be proud of.

I commend the subcommittee for its interest in hearing testimony today and for its consideration of S. 2061 and I strongly urge this subcommittee's support for this necessary and worthwhile program.

Senator WALLOP. Thank you.

Mr. Pomerance.

STATEMENT OF RAFE POMERANCE, PRESIDENT, FRIENDS OF THE EARTH, ON BEHALF OF THE ENVIRONMENTAL POLICY CENTER AND THE SIERRA CLUB, WASHINGTON, D.C.

Mr. POMERANCE. Thank you Mr. Chairman. I'd like to congratulate you for having this hearing. I've sat here and listened and it's been a rather inspiring one for me. I am delighted to be appearing here on behalf not only of Friends of the Earth but the Sierra Club and the Environmental Policy Center.

In your opening remarks you talked about the question of the relationship between this program and VISTA. I was a VISTA volunteer, although we weren't really volunteers, we were paid, and I would be happy to talk about that if questions emerge, but it was a Federal program and a way for me when I got out of college to hold a job and do a day's work for different purposes, but it really led me into my whole job career and was an important transitional thing when I got out of college.

One of the things that emerged as I listened, in fact the last witness on the last panel gave a new rationale to this program which at this time may appeal to some people which was one of national security. I don't know how valid its claims were about the training for the military, but that seems an appropriate thing to look at.

Second was, we are in a time of tremendous youth unemployment, over 3 million people, and we've just got to do something very, very quickly about this. It's not something really that can wait because unemployment continues to rise.

On the national security side of things, we have tied the conservation for rangelands and our agricultural soils very much to national security because they are a source of foreign currency and trade and if we allowed out natural resources to be depleted rapidly—is on a rapid rise in this country as around the world, that would make us less strong as a nation. And in fact I think the YACC have been on BLM lands working hard at both pilot well-known projects to try and preserve some of the BLM rangeland.

A couple of other comments, many of our State parks, State forests, the systems are closing down for lack of funds. If we could get this program enacted and some of the funds sent to State governments, we might be able to save some of these very fine State parks, State forests, campgrounds reopened, which would provide low-cost recreational opportunities for all people who live in those States and nearby places at a time of extreme economic difficulty for much of the population.

It's my hope that this bill which would do so much for our forests, our—rangelands could be passed as quickly as possible and that if it works as well as it has that it could be expanded because with over 3 million unemployed youth there is room for a great deal of Federal effort. So I congratulate you for the hearing and hope you can move as quickly as possible.

Thank you.

[The prepared statement of Mr. Pomerance follows:]

FRIENDS OF THE EARTH
530 7TH STREET, S.E., WASHINGTON, D.C. 20003
(202) 543-4313

Testimony of
Rafe Pomerance, President
Friends of the Earth
Submitted Also on Behalf of
The Environmental Policy Center and
The Sierra Club

Before the Subcommittee on Public Lands and Reserved Water,
Senate Energy and Natural Resources Committee,
Senator Malcolm Wallop, Chairman

on

S.2061

September 22, 1982

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FRIENDS OF THE EARTH
530 7TH STREET, S.E., WASHINGTON, D.C. 20003
(202) 543-4312

Mr. Chairman and members of the Subcommittee, thank you for holding these hearings on Senate Bill 2061. I am Rafe Pomerance, President of Friends of the Earth. I am also here on behalf of the Environmental Policy Center and the Sierra Club. All of these groups are national environmental organizations with histories of extensive involvement in conservation issues. Together we enthusiastically support S 2061 and strongly urge this subcommittee to act favorably and expeditiously.

S 2061 is a modest and pragmatic program that addresses the conservation and employment needs of the 1980s. With the public lands deteriorating at an alarming rate and youth unemployment at an unacceptable 25% nationwide--and 50% for black youths--this legislation is both timely and necessary.

It is important to emphasize that the public lands need a lot of conservation, rehabilitation and improvement work. According to the American Forestry Association there are 10 million acres of federal forests in need of replanting or rehabilitation. This is a cumulative area roughly the size of Massachusetts, Rhode Island, and Connecticut. This situation alone offers thousands of job opportunities for today's youth. And, as the forests grow and mature there will be long term financial benefits to the federal government. This puts the federal costs of a conservation corps program into a more reasonable perspective.

In addition to the 10 million acres, the Forest Service budget for management and protection of soils and watersheds has been cut by 24%. Most of the remaining funds will be used for support activities, with little actual resource work being done.

Federal and state parks are in dire need of youth crews to do conservation work. It is estimated that between 1982 and 1986 state and local parks and recreation departments expect to spend $1.5 billion. 37% of these funds will be requested from the federal government. Much of this money is for labor-intensive work which could be done most cheaply by youth crews. In Michigan, for example, campgrounds in 40 state forests have been closed indefinitely, and 21 state parks may soon follow suit. It is quite possible that the availability of youth crews could have reduced the severity of this situation.

The National Park Service is expecting 250 million recreational visits in 1982--up from 239 million visits in 1981. While the budget for General Maintenance is scheduled to increase (up from $192 million in FY'81 to $211 million in FY'82 and $217 million in FY'83), this area has, and will, suffer a severe reduction in manpower--down 211 fulltime people. The indication is that much of this work will be contracted out. Depending on what type of work needs to be done, youth crews could do some of this work at a substantial savings to the federal government.

Right now there are millions of acres of abandoned stripmined lands sadly in need of reclamation. And, the money to do this work is available right now under the Abandoned Mineland Fund. A significant proportion of this work is labor-intensive and could be done by youth crews. TVA has a program, the Conservation Work Corps, that presently employs between 60-70 youths to do just this type of work.

The scope of land use problems in the United States is staggering. Much has been said in the last couple of years about our deteriorating infrastructure: the decrepit water systems, sewer systems, transit systems, crumbling bridges and highways of our nation. Yet pushed always into the background a more quiet disaster is building. Namely the continuing erosion, depletion and loss of America's soil, water and forestry resources.

While the USDA claims a gradual improvement in the quality of non-federal rangeland since 1963, they admit that only 40% of these private lands are classed in good to excellent condition. The Council on Environmental Quality has classed half (349 million acres) of all U.S. rangeland in poor to very poor condition (1981). Overgrazing, soil erosion, inadequate control of unwanted plants, and drought are the culprits. As we enter the last part of the century we are being forced to address the magnitude of this problem.

Desertification in the arid portions of the United States is flagrant. Ground water supplies beneath vast stretches of land are dropping precipitiously. Whole river systems have dried up. Hundreds of thousands of acres of previously irrigated croplands in the west have been abandoned to wind and weeds. The thin fertile cap of the Great Plains is washing into the Gulf of Mexico.

All total, about 225 million acres of land in the US are undergoing severe desertification--an area roughly the size of Montana, Colorado, and New Mexico combined.

Much of the work needed to rectify and prevent damage to our public lands is labor-intensive. Youth conservation crews are an ideal way to accomplish this at low cost. Youth could plant trees, maintain timber stands, stabilize streambanks, improve fisheries, construct and maintain trails, bridges and public facilities, reclaim abandoned strip-mines, plant wind-breaks and build fences to mitigate and prevent soil erosion, improve, rehabilitate and protect wildlife habitat, and do energy conservation work on public buildings. All at significant savings to the federal government.

Now it is obvious that the conservation corps bill being considered here today could not possibly solve our complex land use problems. Yet we are talking about a known quantity with a track record which can improve the renewable resource base in a rather direct ratio to its funding base.

Everybody is better off if our renewable resources are conserved and improved. Ranchers, who are presently being hurt by the poor quality and low forage level of public grazing lands, will benefit from improved rangelands. The forest products industry can only gain from re-stocked, vigorous and healthy national and state forests. The tourism industry, which will suffer from the cutbacks in federal and state maintenance and wildlife habitat protection budgets, will gain if parks and other recreation areas are well taken care of. Farmers will benefit by increased water levels in the dry season if streambanks are stabilized and erosion reduced through the planting of wind-breaks. Many private landowners (ranchers, small woodlot producers, and farmers) will benefit from Sec. 4(d)2, which allows youth crews to work on private lands if "significant public benefits" will result, or if there is "appropriate reimbursement to the program agency (for) costs incurred." And finally, the public gains from high quality recreational opportunities and abundant natural resources in the years to come.

What makes this program even more laudable is the demonstrable cost-effectiveness and accomplishment of high priority work. Past youth programs, the Youth Conservation corps (YCC) and the Young Adult Conservation Corps (YACC), have proven themselves very cost-effective. On the average, the YACC returned $1.20, and the YCC $1.04, in the value of work accomplished for every federal dollar expended.

In 1981 the YACC accomplished $71,687,035 worth of conservation work at a cost to the federal government of $47,200,392, for a benefit-cost ratio of $1.52 to $1. Ten of these programs had benefit-cost ratios of over $2 to $1. And, these ratios don't take into account the avoided criminal costs associated with youth unemployment, or the value to youths of an educational job. Clearly youth conservation programs haven't been, and will not be, make-work programs. The facts simply do not support any other conclusion.

S 2061 would allow urban youth to work on public lands in our nation's metropolitan areas. Such urban conservation programs put youth to work in and for their communities. Their accomplishments are there for everybody to see, and are a source of pride for the whole community. A youth conservation program also offers urban youth the opportunity to get out of the city to experience the broad expanse and wonder of America's natural areas. These programs have also acted as an integrative force, putting youth with vastly different backgrounds together in an atmosphere of hard work and learning.

In conclusion, I would just like to add that the program is not that expensive. If the Forest Service would forgo the 10% increase in its timber harvesting program (up from 11bbf to 12.3bbf), there would be $29.9 million available to fund youth conservation activities. This proposed increase in timber harvesting comes in the face of a 30-34bbf backlog of sold but uncut timber. Certainly the need to maintain and rehabilitate the forests is just as important as cutting them down.

Mr. Chairman and members of the Subcommittee, S 2061 is a constructive and pragmatic attempt to deal with our deteriorating renewable resource base and high youth unemployment. The House bill, HR 4861, was passed with strong bi-partisan support. S 2061 enjoys the same bi-partisan spirit. We strongly urge you to act quickly and positively. For America's young people and its natural resources are the foundation of our future. To deny them what they need and deserve is to deny America its future.

> "Now I see the secret of making the best persons;
> It is to grow in the open air and to eat and sleep
> with the earth." -Walt Whitman

Senator WALLOP. Thank you.

STATEMENT OF RICHARD D. PARDO, PROGRAM DIRECTOR, THE AMERICAN FORESTRY ASSOCIATION, WASHINGTON, D.C.

Mr. PARDO. Mr. Chairman, my name is Richard Pardo, I'm program director of the American Forestry Association.

First of all I'd like to echo my fellow panelists here and thank you for holding this hearing. It's an important subject. It's one that the American Forestry Association supports strongly.

I would like to take the few minutes I have to respond if I might directly to some of the concerns that you made early on.

First of all, you suggested the program might be one of volunteer conservation work and the problem with that as we see it is that the problem we're trying to correct is two faceted. It's not just to get the conservation work done, but it's to provide employment. And as you yourself mentioned and other witnesses, the opportunity for work for our unemployed youth——

Senator WALLOP. Let me suggest what I mean by that, that we should not become hooked on the concept of minimum wage, that there is room in there for a variety of things including people are going to be provided room and board and transportation and that has a consideration as well. I'm aware that VISTA is not volunteer entirely, there is some compensation, but I don't really believe that we ought to bring a labor-oriented issue into this as a concept.

Mr. PARDO. Second, I wonder if it could be administered by a separate entity. This was the case back in the original CCC, but things were different then in that the land managing agencies themselves were not qualified and capable to administer this kind of a program. They were primarily custodial agencies at that time understaffed themselves, certainly not geared up for this kind of program. However, things have changed dramatically as far as the agencies themselves go, the Forest Service, BLM, the Park Service, they are capable now and have shown with YACC and CCC in running these programs efficiently and adequately and our concern with the separate entity is that first of all it would add another layer of administration which could just cause confusion and kinds of problems in coordination.

Second, we think it would be a wasteful duplication to have the other agency because we sincerely believe that administered by the Interior, the Forest Service cooperating with Interior agencies, that this would be a workable system without the need to add a separate entity.

Third, you suggested that perhaps the program needed some more fine tuning. We would hope that the bill could be passed. H.R. 4861, the two bills were identical when they were originally introduced. H.R. 4861 underwent some improvement in the House, and we would hope that the Senate would pass either the changed S. 2061 or pass H.R. 4861. At any rate, we believe that H.R. 4861 is a workable bill that should be passed now. Some of the details and questions that the chairman has raised, we think can be worked out in the administrative process of working with the program once it is in place. We feel the vital first step is to get the program in place and working rather than delaying any longer.

Lastly, as far as funding goes, we realize this is a serious problem. We agree with the administration that there is a need to reduce the deficit. We think there might be, first of all, using funds from renewable resource revenues, we think makes sense to reinvest those funds back onto the land. Second, other options are available. Mr. Dion very eloquently spoke of the biomass recovery and sale. This could return money to the Treasury.

Perhaps there could be a user surcharge at a recreation area which specifically benefited from CCC or ACC programs. There are other options.

One of the ones that has not been mentioned, only briefly by one witness, that I would like to mention is this section 4(d)(2) of the act of H.R. 4861, which we read as making it possible for these crews to be used on private land if they are reimbursed for their work. Sixty percent of the tree-growing land in this country is in small woodlot ownership. One of the major problems in getting improved management on those lands is the lack of skilled crews who can do the small scale kind of work. The average woodlot is a few hundred acres at most.

The jobs of thinning, reforestation, timber improvement are too small for the average logging operator to undertake with his expensive equipment and the payrolls that he has to meet. Often we can convince the landowner that the investment should be made to improve his woodlot and he says fine, I'll do it. Where the crews that I can hire to do the job, in many cases they simply aren't available. We see this provision of this bill as providing an opportunity to have that kind of crew available for work on small, nonindustrial private forestlands and we think this could make a tremendous contribution toward the Nation's forestry and wildlife conservation programs.

In summary, Mr. Chairman, we believe the time has come to once again provide hope, employment, and pride to the unemployed young people and to enhance the usefulness and productivity of our national resources by establishing the American Conservation Corps.

Thank you.

Senator Wallop. Thank you.

[The prepared statement of Mr. Pardo follows:]

A Statement by

The American Forestry Association before the
Subcommittee on Public Lands and Reserved Water
Senate Committee on Energy and Natural Resources

on
S. 2061, "The Public Lands Conservation, Rehabilitation and Improvement Act" and the American Conservation Corps program

September 22, 1982

SUMMARY OF FULL STATEMENT

The American Forestry Association, a national citizen conservation organization, was active in the establishment of the Civilian Conservation Corps in the 1930's. Although times have changed, we are once again faced with unacceptably high unemployment among our youth, and with a backlog of needed conservation work in the national parks, national forests, and other public resource and recreation lands.

The American Forestry Association supports the establishment of a modern CCC, to be known as the American Conservation Corps. Recent experience with the YACC and the YCC programs prove that a dollar's worth of investment will bring more than a dollar's worth of benefits. These programs were cost effective. In addition, they provided gainful employment to young people who would otherwise be without work, without pride, and without hope.

Within the national parks, there are trails, roads, and facilities, some of them built by the CCC's, in need of maintenance and repair. Much of this work could be done by ACC crews, freeing Park Service dollars for much needed resource management programs.

Within the national forest system, reforestation, timber stand thinning, recovery of biomass from forest residues, trail, road, and facility maintenance all would provide work opportunities.

Similar opportunities are available on Bureau of Land Management areas and on Fish and Wildlife Refuges.

All of this work will improve the value of the public lands and will cost less now than if postponed to some indefinite future date.

We support Administration efforts to reduce the Federal budget deficit but believe that monies to fund this relatively modest program can be found within the current budget limits without adding to the deficit.

Options are available, such as a user surcharge at Federal recreation areas to be used for ACC programs, or the sale of biomass collected by ACC crews to help defray program costs.

Other income might be generated by reimbursement for work done on small private woodlot improvement projects under Section 4(d)(2) of the act.

This particular section has the potential for providing substantial forestry and wildlife conservation benefits.

Almost 60 percent of the forestland in the U.S. is in small, private ownerships. The value of these properties for wildlife habitat, recreation, and wood production can often be enhanced through timber stand improvement work, such as reforestation, thinning of overstocked stands, and related activities. One reason this work is often not carried out is the lack of skilled crews who can work on a relatively small-scale, labor-intensive manner that most small landowners require.

It does no good to convince a landowner that he should invest in the productivity of his land by carrying out timber stand improvement if there is no labor available to do the work. A key factor in inducing constructive management of the private non-corporate forests is the availability of skilled, well-equipped crews to carry out the improvement work.

Under Sec 4(d)(2) of S. 2061, youth crews would be available to provide this type of needed service to non-corporate clients, helping to improve the nation's resource base and providing additional employment opportunities in areas where public land projects might be lacking.

Earlier this year, the House passed its version of an American Conservation Corps bill, H.R. 4861.

That bill and S. 2061 were identical when they were introduced. The House bill was amended and improved as it went through mark-up, and we would urge this Committee to consider the improvements made in the other body and incorporate them into S. 2061 so that a Conference will not be necessary to pass this legislation.

In summary, we believe that the time has come to once again provide hope, employment and pride to the unemployed young people of the nation and to enhance the usefulness and productivity of our renewable natural resources by establishing an American Conservation Corps.

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AMERICAN FORESTRY ASSOCIATION
balanced forest use
Founded 1875
1319 Eighteenth Street NW Washington DC 20036 telephone (202) 467-5810

Subcommittee on Public Lands and Reserved Water
Committee on Energy and Natural Resources
U.S. Senate
Hearing on S. 2061, "The Public Lands Conservation, Rehabilitation and Improvement Act"

A Statement by

Richard D. Pardo
Programs Director
The American Forestry Association

September 22, 1982

Mr. Chairman:

My name is Richard Pardo. I am Programs Director of The American Forestry Association, a national citizen conservation organization founded in 1875, with a membership of 60,000 nationwide. We commend you for holding these hearings and thank you for inviting our testimony.

The American Forestry Association proudly claims a measure of involvement in the creation of one of the most successful Federal conservation programs of this century, the Civilian Conservation Corps of the 1930's and 40's. As forest historian Henry Clepper noted in documenting the history of AFA on the occasion of our Centennial in 1975:

> No national organization has been more tenacious than The American Forestry Association in urging the government, federal and state, to provide unemployment relief by putting men to work on forestry and related resource projects. Indeed, so prominently had AFA been identified with the (CCC) proposal that some commentators assumed that President Roosevelt in his historic presidential nomination speech had simply adopted the Association's plan and that Congress in passing the Emergency Conservation Work Act had implemented it.

I cite this bit of AFA history not to claim undue credit for a program to which many farsighted people contributed, but rather to indicate the long term commitment

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of our Association to the value of conservation employment programs.

The original CCC program accomplished two major objectives. It put unemployed men to work, and it provided conservation benefits that are still paying dividends today. On many national parks and forests, recreation and maintenance facilities built by the CCC are still in use. Timber stand improvement work done by the CCC has meant better timber yields today from our national forests. Trees planted forty years ago by the CCC are helping to provide today's wood and paper products and have served to prevent soil erosion and protect watershed values in the intervening years.

These are different times than existed when the CCC was active, but if anything, the needs for youth employment and for conservation of natural resources are even more pronounced now than they were then. Our population has expanded tremendously since World War II, meaning that there are more people needing jobs than ever before in our history, and greater demands on our resources than ever before.

For these reasons, it appears to us that phasing out the Young Adult Conservation Corps and the Youth Conservation Corps as the Administration has done, was a serious mistake. We should be expanding and strengthening these programs, not eliminating them.

How many times have we heard it said that our young people are our most important resource? It is a truism that simply can't be denied.

A successful society should be able to provide employment for its young people in an environment that is livable and an economy that is healthy.

No program that we can think of combines the elements for achieving such a goal as does a youth conservation program.

While we endorse the objectives of President Reagan in reducing the budget deficit as rapidly as possible, we also believe that within the Federal budget there are lesser priorities that can be reduced or dropped in favor of a program that generates the kinds of benefits that will be provided by an American Conservation Corps program.

First of all, this program would provide a means for unemployed young people to earn their own money. It will put them gainfully to work.

Secondly, the American Conservation Corps would contribute to the protection and maintenance of a quality environment.

And third, a youth conservation program will improve and increase the productivity of our natural resources, helping to provide a more productive and healthy economy for the future.

This proposal is an investment in our youth and an investment in our renewable natural resources.

In 1980, for example, for the Forest Service alone, YCC and YACC enrollees built 723 miles of trails and did maintenance work on an additional 7,453 miles. They planted trees on 29,785 acres, performed other forestry work on 41,267 acres, and did fire prevention work on still another 40,324 acres. They improved the equivalent of 226,966 acres of fish and wildlife habitat and performed range improvement work on 269,774 acres. In addition, construction and rehabilitation of campsites and similar types of work was done for the National Park Service, the U.S. Fish and Wildlife Service, and the Bureau of Land Management.

Statistics provided by the Department of Interior indicate the following accomplishments for their YACC program for 1979: almost 10 million person days of recreation development and maintenance; 2.9 million miles of fence construction; 1.4 million miles of trail construction and maintenance; work on 5,086 pollution abatement projects; improvement of 147,000 acres of wildlife habitat; timber management on 313,000 acres, plus erosion control and other resource management and construction projects. The appraised value of the work done by YACC Interior Department camps in FY 1979 was $82 million. Based on an operational cost of $76 million, the return was $1.10 for each dollar spent.

The appraised value for these same programs in FY 1980 was approximately the same, $82 million. In addition, State YACC programs funded through the Interior Department in 1980 resulted in work valued at $93 million.

For fiscal 1981, the return per dollar for the YACC program was close to $1.30. So even if we were to ignore the intangible benefits, that program was cost effective.

Just how important was the work accomplished by YCC and YACC? What will be the consequences of abolishing these programs and of failing to replace them?

It is not possible to put dollar figures on the failure to carry out programs. One measure is the estimated value of work that has been performed by these crews.

In terms of Forest Service activities, elimination of YCC and YACC will have the heaviest impact in two program areas: recreation operations and maintenance, and reforestation and timber stand improvement.

For lack of personnel, campgrounds will be closed or hours shortened, trail maintenance will be reduced, and trail construction will be cut back by as much as half.

In reforestation and timber stand work, the number of acres treated may not be reduced, but labor will be shifted to more easily worked areas; therefore, reforestation and stand improvement on the more difficult sites will have to be delayed, leading to losses in production and higher eventual costs to get the job done.

In other words, the savings to the Federal government from the elimination of these programs is illusory; postponing work now will only cost more to accomplish later.

In more general terms, we know that failure to reforest understocked or fire-scarred lands means less productive lands at a time when every indication is that production from our public lands will not keep up with demand unless investments are made in land management programs.

We know that there is enough logging residue and other unmarketable wood available to make a significant contribution to our energy needs that is not being salvaged because of high recovery costs.

We know that timber productivity can be increased by thinning of overstocked stands, and that wildlife habitat conservation can be enhanced by applying certain practices on the lands.

We know that recreation areas and trails will deteriorate over time unless minimum maintenance is performed. We know that without adequate fences, trespass and loss of resources will occur.

In short, we know that the nation's renewable natural resources are capable of much greater productivity than is now being achieved, if the necessary investments in land management practices are made now.

These conclusions are borne out by every resource study we have seen within the past several years.

If these reports are correct, investments made now will pay off handsomely in improved resource availability in the future. Considering that the Federal government owns one-third of the forest and rangeland resources of this country, we believe the government, as a manager of resources, will be derelict in its duty as a land steward if it fails to properly invest in the protection and management of its lands.

Employment programs are needed, and we believe that if the government is going to spend taxpayers' money to provide employment, a substantial share of this money should be spent on the public's own land. We need to keep in mind that the Federal lands generate revenue surplus to the cost of operation.

As long as investments in the increased productivity of public lands are considered mere "make-work" projects by the government responsible for the care of that land, the Federal Government is failing its responsibility as a landowner.

The private sector cannot be expected to invest in the management of public lands. Unless the government makes the required investments in resource management, they simply will not be made. Furthermore, how can private landowners be expected to make a commitment to better land use if the Federal Government, the nation's largest landowner, refuses to do so?

The YCC and YACC programs were criticized because they were not targeted at the people most in need of jobs---young urban minorities---and because conservation projects do not teach marketable skills that can be employed by the same young people after completion of the program.

Our response to the first of these issues is that if the program needs to be changed to better target the urban minorities, then these changes should be made in the law, rather than eliminating the program entirely. S. 2061 would accomplish this change and meet this objection.

As for the second issue, we admit that the conservation jobs may not be directly translatable into careers elsewhere for all of the program participants. But to focus on this narrow dimension of the value of the work overlooks the fact that conservation projects do provide gainful employment to young people who would otherwise have no jobs at all. It fails to recognize that doing any job teaches more than just a skill; it teaches work habits, human relations, pride in accomplishments, as well as a respect for the land and understanding of the value of natural resources to all our people---and if the words of CCC members are to be believed, a respect for the government and for America, as well.

These are values and skills that are transferable to any job. That these values are taught and do endure can be testified to by thousands of former CCC workers, most of whom went on to non-resource careers, but who never forgot the basic values they learned from their CCC experiences.

We think there is tremendous value in letting our young people get their hands dirty, their feet wet, their muscles toned, and their minds expanded by actually getting out and planting the trees that will provide their own children with lumber, paper, and other products fifty years from now; to build fire trails, help maintain recreation areas, improve wildlife and fisheries habitat, improve timber stands for better growth and less need for chemicals, or non-renewable substitutes, to recover forest residue for firewood and maybe even to produce fuel for their vehicles.

All of these factors, we believe, make youth conservation programs one of the best and most effective means to a better society for all our people.

Earlier this year, the House passed its version of an American Conservation Corps bill, H.R. 4861.

That bill and S. 2061 were identical when they were introduced. The House bill was amended and improved as it went through mark-up, and we would urge this Committee to consider the improvements made in the other body and incorporate them into S. 2061 so that a Conference will not be necessary to pass this legislation.

It has been suggested that an American Conservation Corps program might better be lodged in the Department of Defense, or in the alternative, made a separate agency, such as the Peace Corps. We believe that either of these approaches would be a wasteful and unnecessary duplication of effort. Most of the work to be done by the Corps would be on lands administered by one of the Federal land managing agencies; the Forest Service, the Bureau of Land Management, or the National Park Service. Each of these agencies is capable of managing the program component within their respective jurisdictions. Why add another layer of administration?

We would like to also call your attention to one particular feature of this bill that we feel may have been overlooked; that is Section 4(d)(2) which provides that youth crews may be employed on private lands if there is a public benefit and if the government is reimbursed for costs beyond the value of that benefit.

The most recent studies by the U.S. Forest Service indicate that roughly 58% of the tree-growing land in this country is in small, non-industrial private ownerships. Most of this land is not actually managed for either timber production, wildlife habitat, recreation or other goods and services. One of the reasons for lack of management is a lack of skilled crews able to do the sort of small-scale labor-intensive work that small woodlot improvement requires.

Experience shows that it does no good to convince a landowner that he can improve the productivity of his land by carrying out timber stand improvement if there is no labor available to do the work. One of the key factors in inducing constructive management of the private non-corporate forests is the availability of skilled, well-equipped crews to carry out the improvement work.

Under provision of this legislation, youth crews would be available to provide this type of needed services to non-corporate clients, helping to improve the nation's land and providing additional employment opportunities in areas where public land projects might be lacking.

In summary, Mr. Chairman, we believe that the time has come to once again provide hope, employment and pride to the unemployed young people of the nation and to enhance the usefulness and productivity of our renewable natural resources by establishing an American Conservation Corps.

We urge that you proceed with all deliberate speed to enact this legislation.

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Senator **Wallop**. Just as a point of interest, the House sort of neglected the Budget Act in their passage of this. It is not contemplated in either the House or the Senate Interior appropriations or budget. It would run us at this date a significant problem getting a budget waiver. I'm just pointing out the reality of things.

I'm not yet persuaded that a separate entity isn't the better way to go and that the land managing agencies would contract with that as would the State parks as well as private woodlot owners or others to accomplish whatever particular piece of work goes there. You're talking about it's contemplated in the bill, the building that is necessary and certainly it would be. I think personally that we might be looking at less rather than more administrative interference if you had the district supervisor in BLM some place, or a park superintendent or others who were to go and say I have this need to know, you know, what kind of a crew do you have to do that, and you would have it on the jobs oriented basis. So if there was something to do to start work at and to complete.

I'm sure in the course of the afternoon we'll hear both sides of it. We already have, and I think we may again. I believe that it is worth contemplating, and has a more efficient delivery system. I'm not wise enough to know which and I'm not one to adding layers of bureaucracy.

In essence——

Mr. **Pritchard**. If I might comment on that, having been an official with the Department of the Interior, I think the comment that Senator Moynihan made and I think is in compliance with your concern here, is that what is important is that we not lose that experience, that institutional memory. I think the question of where it goes or who administers it is a separate issue that can be resolved.

Senator **Wallop**. I think so. And I don't think we'll lose the institutional memory. There will be plenty of advice around as to how to run it. It is important and it's really important that it be something special and very good.

Mr. **Pritchard**. If I might comment, I think the concern we have is that the time is imminent in terms of the resources and in terms of the unemployment.

Senator **Wallop**. I don't quarrel with either of those. The problem that I'm obviously faced with is the Budget Act and the rush of business that lies on our doorstep. And reality dictates certain things and there are two realities, and one is the unemployment. If we were to get it out there and have it follow that basis, you would lose a certain head of steam as well. I'm not saying that we're not going to make any effort to do something. There are certain realities that we have to come to grips with and that's one of them. There's no way of getting it through the House, even if we were to get it through here on the very same basis. I appreciate your testimony very much and I certainly understand it.

We'll take a short break.

[Whereupon a brief recess was taken.]

Senator **Wallop**. The next panel is Mr. Dennis Gunter, Boyd Lee, Samuel J. Thomasson, James E. Mallow, and Ellen O'Brien Saunders.

Senator East wished to be recognized.

STATEMENT OF HON. JOHN P. EAST, A U.S. SENATOR FROM THE STATE OF NORTH CAROLINA

Senator EAST. I appreciate the opportunity to take a minute or two to be here at this panel because we have two North Carolinians here, Samuel Thomasson, it's a great pleasure to have him here, and also I would like to acknowledge the presence of Mr. Boyd Lee who is from my hometown in North Carolina. We like to consider it to be a plus, or at least not a negative.

I would like to say that in my hometown where Boyd has been a director of the city recreation department for sometime now, he has done an outstanding job and is held in the highest regard by the city of Greenville and the city council and the whole governmental process and the citizens of Greenville. His very durability will attest to his great contribution. And I would like to note, Mr. Chairman, that he has been very active statewide. He has been a president of the North Carolina Parks and Recreation Society. He has been very active in the national activities of these organizations and without unduly delaying these hearings, I couldn't pass up the opportunity to say to you very distinguished colleague from Wyoming, that not only in Greenville do we think the world of this man but throughout the State of North Carolina we do, and I wanted to come here and pass that good information on to you. And I will consider whatever testimony he has here to be doubly valuable.

I would like to publicly commend him for what he has done in our State and I appreciate his coming up here as well as you.

I know you're running behind, we always are in these sorts of things, and I appreciate the opportunity to be here.

Thank you.

Senator WALLOP. Thank you very much, Senator East. If I were you I would be quite pleased of the endorsement from a man who cares very deeply about his home State.

Let me just begin following down the list. We'll begin with Mr. Gunter.

STATEMENT OF DENNIS GUNTER, EDUCATION COORDINATOR, STATE PROGRAM AGENT, YCC, STATE OF SOUTH CAROLINA, COLUMBIA, S.C.

Mr. GUNTER. I'm Dennis Gunter, educational coordinator with the South Carolina Wildlife and Marine Resources Department from Columbia, S.C.

In 1971 I was fortunate enough to be a group leader in one of the original YCC projects, the Crab Orchard National Wildlife Refuge near Marion, Ill. In the period of time that I worked with the YCC program, for approximately 11 years, I've seen many good things with YCC programs and I've seen some things that need to be improved.

One of the best things that I've seen with the Youth Conservation Corps program is that first of all the enrollees who are both men and women, young men and women between the ages of 15 and 18 years of age, had a purpose and they saw this purpose. They knew that both the State and Federal Government needed conservation work done.

In South Carolina for the 5-year period between 1977 and 1981 I entered into my testimony a summary of our work, but the Federal Government gave and South Carolina received a grant for the 5-year period of approximately $600,000 that was spent of Federal funds. And for that return on the dollar we had a work value of $1.032 million.

In South Carolina the Youth Conservation Corps enrollees accomplished a number of very worthwhile projects. Probably one of the best was during the 5-year period, the wood duck which is a native duck of South Carolina was undergoing a period of reduction in population and the enrollees undertook the project to complete over 6,000 wood duck nests in boxes and they placed and distributed them through private landowners in the little country swamps and rivers, throughout South Carolina, and for their efforts the native wood duck is actually coming back.

Another worthwhile project that they completed, which I feel has been worthwhile, is that they helped bring back the bluebird to South Carolina. These are just some things that we have done in South Carolina. It was a very cost-effective program. And for the money that both the State and Federal Government put into the program we got a definite return.

Another thing is that the Youth Conservation Corps that I've seen through my work as a work leader and as a State program in my contact with the enrollees is probably one of the best things. It employs all youth from all walks of society, both disadvantaged, middle-income, and some wealthy enrollees. It would be my recommendation if the bill were written that one segment of this act would be to include all segments of the population. As Senator Jackson said, the disadvantaged and the advantaged kids need to work together. And it's through that work process that it became very successful.

Another recommendation I would like to make, and I have seen this in my work with the program, is when we started out the pilot project back in 1971, the administrative costs were very low and we got to employ a large number of enrollees. And as the program improved the administrative costs improved and the number of persons who were employed, the administrative program grew.

I believe you might consider that in writing the act that there may be some limitations placed on administrative costs put in the program.

Now overall the South Carolina Wildlife Department and South Carolina would like to voice our support for S. 2061 and I thank you for this time.

Senator WALLOP. Thank you.

[The prepared statement of Mr. Gunter follows:]

Testimony to the Public Lands and Reserved Water Subcommittee of
the Senate Energy and Natural Resources Committee on
The Public Lands, Conservation, Rehabilitation and Improvement Act,
(S.2061, American Conservation Corps Act)
from Dennis Gunter, Education Coordinator
(State Program Agent, Y.C.C., South Carolina)

For the past twelve years, I have been associated in one way or another with a variety of programs on the state and federal level designed to stimulate an awareness and understanding among young persons of the interdependent relationships that exist between man and his environment. The scope and purpose of these programs have been directed towards the development of positive attitudes in youth to accept responsibility for the conservation, protection, wise use and management of our natural resources.

In the summer of 1971, I had the fortunate experience to be selected as a work leader in one of the original Youth Conservation Corps pilot programs, located at Crab Orchard National Wildlife Refuge, near Marion, Illinois, and administered under a joint agreement between the U.S. Fish and Wildlife Service and Southern Illinois University, Carbondale. The camp was organized as a co-ed seven-day, residential camp supervised by a staff of work leaders, including myself. The objectives of the Youth Conservation Corps were primarily what has remained throughout its duration:

1. Accomplish needed conservation work on public lands;
2. Provide gainful employment for fifteen to eighteen years-old males and females from all social, economic, ethnic and racial classifications; and

3. To develop in participating youth an understanding and appreciation of the Nation's natural environment and heritage.

The program included an integrated environmental work-learning segment in which environmental knowledge and awareness was derived from tough, dirty but, meaningful work activities. Along with my crew of six enrollees consisting of both males and females and six other like crews we completed a backlog of work projects on Crab Orchard National Wildlife Refuge including clean-up, repair, painting and maintenance of picnic and campground facilities, litter removal from roadsides and shoreline, removal of brush and debris along fences, construction and maintenance of waterfowl habitat and nesting facilities, stabilization of the Crab Orchard and Devil's Kitchen Lakes' shoreline, construction of an amphitheatre, development of an interpretive center for the public and numerous other conservation and management projects.

At the end of the summer of 1971, our experience in the Youth Conservation Corps changed the attitudes of most of the enrollees and staff (including myself) towards the environment. Probably the most significant change in attitude was the many long hours of hard work which is needed to improve our natural resources. We learned the conservation and protection of our natural resources is the responsibility of each individual and cannot be left to someone else. Furthermore, as a result of the close interaction of youth from all social, economic, racial and ethnic backgrounds in the successful completion of a common goal created a feeling of self-pride and self-dignity among the enrollees and the ability to understand and to relate to the problems of other persons.

From 1975-1981, the South Carolina Wildlife and Marine Resources Department was designated as the Grantee to receive and disburse Federal funds for the operation of a state grant Youth Conservation Corps program by the U.S. Forest Service, U.S. Department of Agriculture and by the Office of Youth Programs, U.S. Department of Interior, under the U.S. Youth Conservation Corps Act, Pub.L. 93-408, as amended, September 3, 1974.

From 1977-1981, I was designated by the Governor of South Carolina to serve as the Program Agent for the State of South Carolina, pursuant to the authority of the South Carolina Wildlife and Marine Resources Department, Sect.50-1-240, 1976 South Carolina Code of Laws, to contract with the Federal government for the dispersal of Federal funds and to have program responsibility for all aspects of YCC operations in South Carolina except for those programs operated under Federal auspices.

The South Carolina Wildlife and Marine Resources Department and Subgrantees (other state and county governmental agencies, who were successful applicants for the operation of YCC projects) employed 581 fifteen through eighteen years-old males and females from all social, economic and racial backgrounds chosen on a random basis through a centralized computer YCC Selection Office, at Falls Church, Virginia, from 1977-1981. (see appendix A)

In this five-years period, these young people completed work projects valued at $1,032,710 with Federal funds spent in the amount of $694,927. While the type of work projects varied according to the specific needs of the South Carolina Wildlife and Marine Resources Department and its Subgrantees, all the work projects accomplished much needed conservation work on non-Federal public lands and contributed to the enrollees' understanding and appreciation of the Nation's natural resources and heritage. A sample of the needed conservation work accomplished by the YCC enrollees within South Carolina between 1977 and 1981 include:

- construction of over 6000 wood duck nesting boxes to compensate for the loss of natural nesting cavities in and around wetland habitat for South Carolina's native migratory waterfowl, the wood duck;
- construction of over 1000 bluebird nesting boxes and placement in favorable bluebird habitat throughout the state;
- clearing of brush, debris and litter from over 400 miles of waterways to improve navigation for fishermen and boaters;
- planting of 1000 acres of land with bi-color lespedeza, Japanese millet and other preferred seed crops for the bobwhite quail and mourning dove;
- removal of litter from 500 miles of roadside, 200 boat ramps and public areas; and
- construction, maintenance and improvement of over 200 miles of hiking trails.

During the 5-years period, YCC enrollees worked a total of 174,577 hours with a total of $3.98/hour invested in Federal funds having a value of $5.92/hour.

The investment of Federal, state and county funds in our natural resources are immediate and can be readily observed. Another equally important investment of our dollars spent in the Youth Conservation Corps program is the long-term investment in the positive attitudes and responsibility young persons have developed towards the natural environment as a result of their experience as a YCC enrollee.

Through direct experience on work projects and the understanding gained by YCC enrollees that resource management and conservation problems have no easy solutions but, lots of hard work, these young people will be better prepared and motivated to be active, concerned voters. Furthermore, the experience in the Youth Conservation Corps has prepared our young people for the ultimate responsibility for the conservation, protection, wise use and management of our Nation's natural resources by helping them to acquire a sense of discipline, value and personal worth.

The Youth Conservation Corps was one of the most successful programs for youth ever established by the Federal government in terms of attaining its stated goals. It was meaningful because the results could be readily seen and it was cost-effective. However, its greatest benefit to the American public was that it included young men and women from every social, economic and racial class in a voluntary program that accomplished a purpose in a practical way.

The cut in funding for the Youth Conservation Corps has created a void in preparing our Nation's youth for assuming the responsibility for our natural resources. Furthermore, since the dissolution of the YCC an enormous backlog of conservation and management work has resulted in further deterioration of South Carolina's wildlife management areas, parks, fish hatcheries and refuges. Due to severe budget cuts in funding at the state and Federal level, the South Carolina Wildlife and Marine Resources Department has been forced to severely restrict or completely eliminate a number of wildlife management, protection and conservation projects.

However, you now have before you a bill that would address the problems of high unemployment among youth, while preventing further deterioration of our public lands and natural resources through the creation of a national conservation corps similar in scope to the Youth Conservation Corps.

The South Carolina Wildlife and Marine Resources Department requests your favorable support of S.2061, creating the American Conservation Corps. I am certain you will agree this investment in two of our most precious assets--our natural resources and our youth will return America dividends far into the future.

Thank you for the opportunity to appear before this subcommittee and to comment on legislation vital to the future of America.

Appendix A

■ South Carolina ■

Youth Conservation Corps

••• Cost-Value Summary •••

1977-81

	1981	1980	1979	1978	1977	Total
			Cost[1]			
Federal $$$	$126,874	$152,000	$174,000	$172,488	$69,565	$694,927
Non-federal $$$	50,441	59,285	55,743	55,705	18,119	239,293
Total costs	177,315	211,285	229,743	228,193	87,684	934,220
			Value[2]			
Timber management	15,356	25,763	16,907	19,330	3,337	80,693
Recreation development & maintenance	37,932	70,556	26,307	33,629	20,143	188,567
Visitor services	20,357	25,295	26,508	12,408	9,074	93,642
Range management	1,480	1,808	3,530	3,734	637	11,189
Wildlife management	48,703	93,184	57,545	47,594	14,304	261,330
Engineering & construction	34,421	30,546	35,087	37,118	13,348	150,520
Soil & water conservation	10,702	11,443	23,347	17,042	10,339	72,873
Other[3]	46,935	39,874	44,606	33,432	9,049	173,896
Total value	215,886	298,469	233,837	204,287	80,231	1,032,710
			Cost-Value Analysis			
No. Enrollees	117	109	146	150	59	581
Cost/Enrollee[4]	1,084	1,395	1,192	1,150	1,179	1,196
Value/Enrollee	1,845	2,738	1,602	1,362	1,360	1,778

Cost-Value Summary (cont'd)

	1981	1980	1979	1978	1977	Total
No. hours[5]	28,404	32,960	45,741	47,856	19,616	174,577
Cost/hour[6]	$4.47	$4.61	$3.80	$3.60	$3.55	$3.98
Value/hour[6]	7.60	9.05	5.11	4.27	4.09	5.92

Footnotes

[1] Amounts reflect actual costs incurred in six- and eight-weeks camps based on the Financial Status Report for the program year as submitted by the State Program Agent.

[2] Amounts reflect the appraised value of conservation work accomplished by enrollees in six- and eight-week camps based on the Work Accomplishment Report for the program year as submitted by the State Program Agent.

[3] Includes camp facility construction and maintenance, first-aid and safety training and environmental awareness learning hours. Enrollees were involved in a productive work project for thirty hours per week and in environmental awareness learning activities for ten hours. Enrollees were not paid for the ten hours, instead, they volunteered these hours as a condition of employment. However, had the enrollees worked during the ten-hour period, they would have contributed a value from work equal to the average value during any ten-hour period.

[4] Amounts are based upon the actual federal dollars spent during the program year.

[5] Total number of hours worked by enrollees during the program year.

[6] Amounts reflect cost/hour and value/hour to Federal government.

STATEMENT OF ELLEN O'BRIEN SAUNDERS, EXECUTIVE SECRETARY, STATE OF WISCONSIN WORK PROJECTS BOARD AND ON BEHALF OF THE NATIONAL ASSOCIATION OF STATE CONSERVATION CORPS PROGRAM AGENTS, LITTLE ROCK, ARK.

Ms. SAUNDERS. Jadine O'Brien had to leave but she has submitted written testimony and sends her regard to the committee.

I appreciate the opportunity to appear before the subcommittee and I'm representing the State of Wisconsin and the conservation works project board which is a State agency charged with developing both human and natural resources through conservation work programs. I'm also representing the National Association for State Conservation for Program Agents which is a national association formed to provide advisory assistance to people developing and administering conservation corps programs.

You have heard a lot of enthusiastic support for a conservation corps, youth working in conservation, and I think this enthusiasm is not a shallow feeling. In fact it's one that crosses all kinds of lines, liberal and conservative. This is one way we can provide a direct benefit to an individual and also provide a tangible public benefit to conservation work.

I'm going to very briefly address my written testimony. I have addressed the two needs that everyone has spoken to, the conservation work that needs to be done, I focused on forestry, soil and water conservation, and recreation, and I've also addressed the issue of unemployment, particularly severe among young people.

I have also suggested that some of the States are not simply waiting for the Federal Government to act in this regard but have developed their own programs or are in the process of developing them. Specifically Ohio, Iowa, Minnesota, Alaska, and of course California, have put State funds into conservation work programs. In Wisconsin our State legislature appropriates about $400,000 a year to support a summer program for young people in conservation work.

Maryland, Florida, New York, as well as Wisconsin, are considering yearlong State programs as well. We in the States are eager for a partnership with the Federal Government in order to address problems that are not limited in scope to individual States or regions, but which are in fact truly national.

I have included at the end of my statement some specific comments on the bill, but I do not want you to believe that these are in any way critical criticisms. We support the bill as it is presented, H.R. 4861, as passed by the House, as well as 2061 supported by both my State agency and the association. Rather than doing that I wanted to address specifically some of the things that you have raised this afternoon because I feel a particular responsibility in speaking for the States and territories who have administered some of these programs in the past.

And I think one of the things that you have been talking about is the need to make this truly a beneficial experience, not something that can be treated casually. And I think this is important and this is something that we all in fact feel very deeply, and we feel that the potential for this is in the bill right now. And specifically let me speak to the way that we manage the program in Wisconsin.

These are jobs that these young people get. They're hired, they're supervised, they're disciplined, and they're fired. It was not something that if they didn't feel like going to work they didn't have to go to work. There were rules, there were regulations. If somebody broke the rules there was disciplinary action and it's the sort of a thing if you don't like it, leave. This was not a social service operation. It was a work program.

The Conservation Corps and the YCC program is much the same. We've spoken about the need for pride. Obviously the alumni CCC's have terrific pride. That was palpable here in the air this afternoon, but I had the University of Wisconsin Extension Survey Research Lab do a survey of our enrollees and what they felt about the program because I wanted to know, because if I wasn't meeting their needs I wanted to change it. Ninety-four percent of them agreed with the statement that overall the work I do here will improve recreation in my community. Eighty-eight percent thought that I would be able to see the results of my work as long as 15 to 20 years from now. Seventy-seven percent said overall the work I do here is important to my community and my community's economy.

We were astonished with these results. This was amazing to us and I have included in my packet for the committee members a copy of the biannual report to the legislature and the Government and it includes that survey.

Briefly on the issue of a separate agency, the association that I'm representing has discussed this at great length. We found ourselves as administrators of the YACC program ancillary to three masters because that program had triparty administration, the Departments of Labor, Interior, and Agriculture, and I must say that we strained under the burden of this administration.

We considered the issue of a separate agency because that's one of the ideas of the CCC Alumni Association and was in their original draft. We considered that very seriously and decided that the cost involved in setting up a separate agency was, they simply outweighed any possible benefits that we could see. What we wanted and what is included in 2061 is that this program, the ultimate authority lies with one agency and it is in fact a land management agency.

We are very satisfied with this and we right now are looking at administering 35 percent of the money. We think that this is a very workable bill and it addresses both the needs that we feel very deeply for our country.

Thank you.

Senator Wallop. Thank you very much.

[The prepared statements of Ms. Saunders and Ms. O'Brien follow. Additional material submitted by Ms. Saunders has been retained in subcommittee files.]

Statement on

The American Conservation Corps Act of 1982
(House-passed HR 4861 and S 2061)

September 22, 1982

before the

Subcommittee on Public Lands and Reserved Water
of the
Senate Committee on Energy and Natural Resources

Ellen O'Brien Saunders, Executive Secretary
State of Wisconsin Conservation Work Projects Board
P.O. Box 7773
Madison, WI 53707
(608) 266-0567

Representing both the National Association
of State Conservation Corps Program Agents
Lisa Bradley, State of Arkansas, President

and the

Conservation Work Projects Board

Good afternoon, Mr. Chairman and Members of the Subcommittee on Public Lands and Reserved Water. I am Ellen O'Brien Saunders from the State of Wisconsin. Today I am wearing two hats.

First, I am pleased to be able to represent the State of Wisconsin's Conservation Work Projects Board, the state agency charged under the statutes with developing a conservation work program that will develop the state's natural and human resources.

I am also representing the National Association of State Conservation Corps Program Agents, a national association formed "to provide a professional advisory body to such federal, state and local units of government as may be involved in the operation or development of conservation corps programs for young people." Our President, Lisa Bradley of the State of Arkansas, sends her regards to the Subcommittee.

To begin, both my Board and the Association wish to express their appreciation to Chairman Wallop for holding this Hearing. No doubt you will all hear some very enthusiastic comments about the potential in HR 4861, as passed by the House, for helping young people and for reducing some of the backlog of work that is waiting to be done on our nation's public lands. That enthusiasm is not artificial nor is it simply the attitude of bureaucrats viewing lustfully another example of federal largesse. Conservation work programs are popular, for they accomplish two goals of domestic policy with the same dollar--they provide jobs and they get productive work done. They provide a rare marriage of direct aid to the individual--a job--with a bona fide, observable public benefit, conservation work.

The Association and my Board want to go on record in firm support of the original HR-4861/S2061, as well as the House-passed version. I will describe briefly the two fundamental reasons for our support: On the one hand, there is much work that needs to be done; on the other, there is high unemployment, particularly severe among young workers.

THE WORK THAT HAS TO BE DONE

RECREATION--Public recreational resource managers have noted in the last 10 years an increasing pressure on our parks and other recreation areas. It is clear that more and more Americans enjoy spending more and more of their time in the out of doors. While we all welcome the appreciation of our nation's beauty that this enthusiastic use suggests, there is no doubt that increased human attention hurries deterioration. This circle--appreciation/increased use/ accelerated deterioration--does not appear to be slowing down. In fact, the opposite may be the case. In 1980 alone, 220 million people visited our National Parks; state parks in Wisconsin were visited by 12,603,900 in 1981. And the GAO claims that $1.6 billion is needed simply to correct the health and safety deficiencies in our national parks alone.

TIMBER RESOURCE--In the 1930's the men of the CCC's were put to work to reclaim America's natural heritage from deforestation and wind erosion, the results of short-sighted plundering of our lands. In Wisconsin, the C's literally created two national forests and helped in our county forest system. Now we are harvesting that resource. But, as you know, it is not sufficient simply to plant trees and then come back in 40 years and harvest them; the reinvestment must be an ongoing process.

Timber stands need management and much of the work that has to be done to produce high quality commercial stock is labor-intensive, such as thinning. Timber stand improvement work needs to be done continually. It is particularly important to local governments in Wisconsin, for the revenue from timber underwrites operating expenses, thus holding down the local property tax.

SOIL CONSERVATION--Finally, when we look at the labor intensive work that needs to be done, we must recognize that very undramatic and insidious crisis, soil erosion. Agricultural specialists estimate that the United States is losing 5,500,000 tons of top soil/year (1977 figures), 4,000,000 tons of that in land used for agricultural production.

The solutions to this problem are as complex as its causes but the planting of natural living barriers, stream bank stabilization, farm run-off prevention and cattle control all play a part. These are all labor intensive activities that crews of young workers could undertake--and have undertaken effectively in Wisconsin. Who will feed the world if we allow our topsoil to erode away?

SO--there is plenty of work that needs to be done which is productive, labor-intensive, and necessary for our nation's future. In fact, as of a year ago, the US Department of Interior mantained that it had a backlog of 460,000 labor-intensive work years and the Forest Service had, it said, a backlog of $1.2 billion work of work. When state agencies' backlogs are added to these numbers, the reservoir of work projects is staggering.

Will this work go away? No. In fact, as we neglect our natural resources, the amount of work increases. It has been suggested that the only effect of ignoring it now is to increase its cost in the future. Can the work be done cheaper by some other means? No. Minimum wage crews of inexperienced and out of work young people compare most favorably with either regular or seasonal employees or contractual services. Can this work be done by the private sector? Yes, but at a higher cost. It is important for all of us—states as well as the federal system--to recognize that we have a stewardship responsibility that we cannot ignore. For the long-term costs of ignoring the inexorable pressures on our land and water resources are unthinkable.

YOUNG PEOPLE NEED TO WORK

On the other side, evidence both personal and statistical is piling up that we are suffering a national crisis in unemployment. Can people wait to go back to work? Maybe. But right now we see one of every 10 workers out of work according to official statistics which, in the opinion of many, tend to understate the problem. When the economy recovers, who will go back to work? The skilled, mature workers. Young people, especially ethnic and racial minority young people, are hit hardest now and they will not be among the first beneficiaries of a recovering economy.

The social costs of unemployment are surfacing-increased alcohol abuse, child abuse, family stress and crime as well as deficits in unemployment compensation funds and increased welfare costs. Some of the social costs of high unemployment among young people are as obvious, but some are more subtle.

Having conducted youth conservation work programs, it is our contention that allowing a substantial portion of the 16-25 year old generation to grow up without a positive attachment to the idea and reality of working is very dangerous.

So, we believe and encourage you to consider that conservation work programs have the potential not only for alleviating a present crisis but also preventing a future breakdown in the nation's will to work.

These are impressions only, but we feel their reality.

STATES ARE ADDRESSING THESE NEEDS

The states are not waiting for the federal government to act. Ohio, Iowa, Minnesota, Alaska, and of course, California have put state funds behind conservation corps programs. In Wisconsin, our State Legislature appropriates about $400,000/year on a summer Youth Conservation Camps program.

Maryland, Florida, and New York as well as Wisconsin are developing state legislation to establish state year 'round conservation corps.

We in the states are eager for a partnership with the federal government in order to address problems that are not limited to individual states or regions but which are national in scope.

In connection with that, the Association as a whole supports the requirement for a match; even though some states, such as Michigan, have stated that a match requirement may prohibit participation.

SPECIFICS OF BILLS

In our opinion, the bills presently provide both the flexibility that program managers need and the control that Congress should have.

I'd like to make just a few comments on the particulars of the bills:

1. The ability of states-as well as the federal agencies and Indian Tribes-to develop residential and nonresidential programs is important. This is something that should be an option, depending upon where the work is and where the unemployed are.

   Since residential camps are more expensive than nonresidential, cost-effectiveness evaluations must accommodate these differences.

2. Giving primary responsibility to a land management agency, such as Interior, over the Department of Labor is a provision of the bill that the states are especially happy with.

   Our experiences with the Labor Department during the life of the Young Adult Conservation Corps program were not conducive to effective, efficient, enthusiastic program management. We're pleased with this provision.

3. The State of Wisconsin is especially supportive of Sec. 4 (c) in which projects that provide long-term benefits to the public are preferred.

My Board is not the least bit interested in a work program that emphasizes leaf-raking, litter pick-up and snow shoveling and then calls itself a "conservation work" program.

We are pleased that high quality work will be demanded of the projects, for we know what crews of young people can do.

As my colleague Mike Lee from Alaska put it when describing the Alaska YCC program: "Kids between the ages of 15 and 18, when properly motivated and directed, can and do work as well as most adult crews."

4. With respect to the recruitment and selection of Corpsmembers, we are not certain yet how cumbersome the administration of Sec. 5 (4) A will be. We certainly do not oppose the goal of ensuring that job opportunities go to those who need them most and in any event it appears that eligibility certification will be the responsibility of the employment service.

To conclude, the Conservation Work Projects Board and our State Department of Natural Resources are on record in support of this measure as are some individual counties. My Board has carefully reviewed the provisions of previous drafts and has provided formal comments on the bill on the House side.

The National Association of State Conservation Corps Program Agents is, as well, on record in support of this measure and encourages this Subcommittee-as well as the full Committee of which it is a part, to give it its serious consideration.

Pressure is building for some action on jobs and passage of this bill-which has attracted support from diverse groups-will, I believe, be greeted with acceptance from an American public that remembers the incredible work achievements by the CCC's as well as the impact of that program on their friends and families.

Thank you for allowing me this time to address you. If you have any questions or comments, I'll be happy to try to respond to them.

TESTIMONY
BY
JADINE R. O'BRIEN
DIRECTOR, DIVISION OF COMMUNITY SERVICES
EXECUTIVE DEPARTMENT

STATE OF MAINE

BEFORE THE
PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE
OF THE
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
U.S. SENATE

WEDNESDAY, SEPTEMBER 22, 1982

16-685 281

Mr. Chairman and members of the Committee, my name is Jadine O'Brien and I am the Director of the Division of Community Services for the State of Maine. On behalf of Joseph E. Brennan, Governor of Maine, I want to thank you for this opportunity to share with you our thoughts on the proposed American Conservation Corps.

In 1933, Franklin Roosevelt observed, "It is indeed fortunate that the needs of our forests and the needs of our people fit so well together." At that time in the history of our country, the great depression was weighing the country down and the one obvious major need was jobs. At the same time, the nation's shrinking wilderness cried out for protection and preservation. So the President proposed the creation of the Civilian Conservation Corps and Congress approved it.

I would suggest to you that we are facing a very parallel situation today. Inflation and high unemployment are weighing us down. In Maine the rate of unemployment for youth between 16 and 19 years of age is 18.1 %. The percentage is much higher in our northern, rural counties which are highly dependent on a single crop such as potatoes or blueberries.

Therefore, at the onset, let me say that we endorse the idea of an American Conservation Corps wholeheartedly. We view this legislation enthusiastically as a means both to undertake important multiple-use management projects on our growing public land base and to provide much needed training and employment opportunities for our young people.

The State of Maine has successfully operated programs similar to the American Conservation Corps for a number of years. We know first-hand the public and personal benefits a program like this can bring. In June, 1978, Maine implemented the Young Adult Conservation Corps (YACC) program at Camp Tanglewood in Lincolnville. Over the next three years, until the federal funds were terminated, almost three hundred (300) young people worked on many diverse and worthwhile projects. These included:

- the repair of stonework at the State-owned Eagle Island home of the late Arctic explorer, Admiral Robert E. Peary
- the development of ten acres of woodland into nature trails for residents of a municipality administered long-term care center in Camden
- the restoration of Abbott Park at the University of Maine at Farmington
- as well as numerous other work projects on public lands and in various state parks.

Since 1974, we have operated the Youth Conservation Corps (YCC) program. During those nine summers more than five hundred (500) Maine youth have accomplished needed conservation work on public lands, principally in Baxter State Park, while developing a keen understanding and deep appreciation for and of Maine's natural environment and heritage.

Baxter is a 200,000 acre wildlife sanctuary offering unlimited opportunities for work projects, for climbing spectacular Mt. Katahdin, for the study of geology, wild plant and animal life, including the majestic moose, and for exploring and learning about the vast wilderness.

When the federal program ended, the Maine State Legislature demonstrated its confidence in the effectiveness of the YCC program by appropriating state funds to ensure the continued operation of a Maine YCC in Baxter State Park. In addition, because the value to the State of this kind of program is so great, this past summer the State Departments of Conservation and Labor jointed funded a non-residential program for unemployed young people from economically depressed Washington County. Between these two programs more than fifty (50) Maine youth engaged in a variety of projects including trail maintenance, bridge and tent site construction and the re-building of a boat launching facility.

The non-residential program was conducted at Rocky Lake, 8,000 undeveloped acres surrounded by spruce fir forests, lakes loaded with bass and pickerel over which eagles soar. This setting is typical of hundreds of other lakes in Maine's unorganized territory.

Above and beyond the value of improvements to publicly-held lands, the human value of these programs must be recognized. Hundreds of young people have traded in the unhappy condition of being unskilled and unemployed, for a period of rewarding work in the outstanding environment of the State of Maine. They have learned job skills and an appreciation of our natural resources. They have also developed improved work habits and the ability to work with others as a team. It has been our goal that enrollees in these programs become more attractive potential employees having a positive attitude toward themselves and work itself.

With more than 400,000 acres of public reserved lands, as well as other public lands to manage, the State of Maine would benefit enormously from the services made available through an increased Conservation Corps effort. Much of our public land has been recently acquired from industrial/commercial sources and has received less than adequate land management. There are literally hundreds of recreational sites in need of maintenance or development, boundary and fire lines that require constant (and costly) maintenance, and innumerable opportunities for fish and wildlife management, in addition to the more traditional timber harvest operations.

In a State like Maine, however, the intrinsic value of ah American Conservation Corps would extend far beyond the conservation work accomplished. It would provide, in some cases, a once in a lifetime opportunity for a young person to break away from the isolation and poverty of a rural Maine community and acquire new skills, gain new friends, achieve the dignity that comes from earning a living while making a meaningful contribution to worthwhile projects, and finally acquiring a sense of maturity and self-esteem that will remain with them forever.

From this description of our experience in Maine, I'm sure you are not surprised by our enthusiastic support for the American Conservation Corps. We will be pleased to provide additional information about our programs and to answer any questions you may have. In any case, please accept our unqualified endorsement of this legislaton.

Senator WALLOP. I might say I think nationwide the experience shows the States and programs of this nature run tighter ships than do the Feds. They can get immediate public support for that, than do the larger national agencies which have a number of other less interested groups for the purpose of which is originally designed giving comment on how to operate. And I appreciate hearing of your experience with it.

STATEMENT OF BOYD LEE, DIRECTOR OF RECREATION AND PARKS, CITY OF GREENVILLE, GREENVILLE, N.C., ACCOMPANIED BY CATHRYNE EAST, RECREATION SUPERVISOR

Mr. LEE. I want to thank Senator East for his kind introduction and thank you for giving me the opportunity to appear before you today.

I'm here today representing the city of Greenville and most specifically the department of recreation. I have assisting me Cathryne East, recreation supervisor in charge of grants for our department. She also will be available for any specific questions that you might like to ask at the conclusion of our presentation.

As I stated earlier, we are here to ask that you support Senate bill 2061. For the past 15 years I have served as director of recreation and parks for the city of Greenville. We have taken advantage of almost every jobs program that has been approved by Congress during this period. Three years ago, we were able to obtain a young adult conservation corps grant. The YACC program was authorized by title I of the Youth Employment and Training Act of 1973 by adding a new title VIII. We were awarded the only resident camp in North Carolina. We ran the residential camp until the program was phased out this past year. We provided employment for 28 youth at any one time of both sexes from all economic and racial classifications who would not otherwise be currently productively employed. We saw these young people become productive citizens; learn skills and a trade; learn to appreciate the natural resources around them and then find full time meaningful employment for their future.

The bill that you are now considering has many similarities to the former YACC program. It would give unemployed youth short term positions working on conservation, revitalization, and preservation projects. With unemployment among youth now over 23 percent, and unemployment among minority youth at nearly 50 percent, it is essential that something be done to help provide them with meaningful jobs. We think the American Conservation Corps would be a big step forward in solving this problem and at the same time provide desperately needed conservation work for our nation's public lands and resources.

We know that opponents of this bill have labeled it as a warmed-over version of youth jobs programs that they say have been discredited in the past. As stated earlier, we have worked with most of these programs. Admittedly some have been bad, some not so bad, but never have we worked with a better jobs program for our local government than the former YACC program. We commend you for realizing when you have something good and trying to continue positive and productive programs. We also like the changes in this bill to make it even more functional. Particularly the section which states that a person can stay in the program longer than 1 year.

Greenville is thankful to have had the YACC program in the past and would be grateful to receive an American Conservation Corps grant in the future. To show you what these young people can do when they have supervision and the opportunity to work, we have brought along several charts of pictures to show you an example of their work. All work on construction of this tennis facility, with the exception of the actual court construction, was done by the YACC workers. This is only one of the many excellent projects that was completed by the workers for our fine city that otherwise could not have been done. All in all, we estimate that over 1 million in construction and conservation projects were provided the residents of Greenville through this program. Good, constructive, educational employment for the youth of our Nation as well as meaningful and useful projects for our local governments can once again be possible by creation of the American Conservation Corps. We urge with all our heart and soul that you look favorably on Senate bill 2061.

Once again, we want to thank you for giving us the opportunity to be heard. We stand available for any questions that you might like to ask.

Senator WALLOP. Thank you very much.

[The prepared statement of Mr. Lee follows:]

CITY OF GREENVILLE
NORTH CAROLINA
27834

Recreation & Parks Department

P. O. BOX 202
PHONE (919) 752-4137, Ext. 262

STATEMENT IN SUPPORT OF SENATE BILL 2061

AS PRESENTED TO

THE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE

OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE

PRESENTED BY

BOYD LEE, DIRECTOR OF RECREATION AND PARKS

REPRESENTING THE CITY OF GREENVILLE'S

RECREATION AND PARKS DEPARTMENT

MR. CHAIRMAN, SENATORS, PANEL MEMBERS, AND GUESTS,

THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY ON BEHALF OF SENATE BILL 2061, COMPANION TO THE HOUSE-PASSED AMERICAN CONSERVATION CORPS ACT.

I AM BOYD LEE, DIRECTOR OF RECREATION AND PARKS FOR THE CITY OF GREENVILLE, NORTH CAROLINA. I AM HERE TODAY REPRESENTING THE CITY OF GREENVILLE AND MORE SPECIFICALLY, THE DEPARTMENT OF RECREATION AND PARKS. I HAVE ASSISTING ME, KATHRYN EAST, RECREATION SUPERVISOR IN CHARGE OF GRANTS FOR OUR DEPARTMENT. SHE ALSO WILL BE AVAILABLE FOR ANY SPECIFIC QUESTIONS THAT YOU MIGHT LIKE TO ASK AT THE CONCLUSION OF OUR PRESENTATION.

AS I STATED EARLIER, WE ARE HERE TO ASK THAT YOU SUPPORT SENATE BILL 2061. FOR THE PAST FIFTEEN YEARS I HAVE SERVED AS DIRECTOR OF RECREATION AND PARKS FOR THE CITY OF GREENVILLE. WE HAVE TAKEN ADVANTAGE OF ALMOST EVERY JOBS PROGRAM THAT HAS BEEN APPROVED BY CONGRESS DURING THIS PERIOD. THREE YEARS AGO, WE WERE ABLE TO OBTAIN A YOUNG ADULT CONSERVATION CORPS GRANT. THE YACC PROGRAM WAS AUTHORIZED BY TITLE I OF THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT OF 1977 WHICH AMENDED THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973 BY ADDING A NEW TITLE VIII. WE WERE AWARDED THE ONLY RESIDENT CAMP IN NORTH CAROLINA. WE RAN THE RESIDENTIAL CAMP UNTIL THE PROGRAM WAS PHASED OUT THIS PAST YEAR. WE PROVIDED EMPLOYMENT FOR 28 YOUTH AT ANY ONE TIME OF BOTH SEXES FROM ALL ECONOMIC AND RACIAL CLASSIFICATIONS WHO WOULD NOT OTHERWISE BE CURRENTLY PRODUCTIVELY EMPLOYED. WE SAW THESE YOUNG PEOPLE BECOME PRODUCTIVE CITIZENS; LEARN SKILLS AND A TRADE; LEARN TO APPRECIATE THE NATURAL RESOURCES AROUND THEM AND THEN FIND FULL TIME MEANINGFUL EMPLOYMENT FOR THEIR FUTURE.

THE BILL THAT YOU ARE NOW CONSIDERING HAS MANY SIMILARITIES TO THE FORMER YACC PROGRAM. IT WOULD GIVE UNEMPLOYED YOUTH SHORT TERM POSITIONS WORKING ON CONSERVATION, REVITALIZATION, AND PRESERVATION PROJECTS. WITH UNEMPLOYMENT AMONG YOUTH NOW OVER 23%, AND UNEMPLOYMENT AMONG MINORITY YOUTH AT NEARLY 50%, IT IS ESSENTIAL THAT SOMETHING BE DONE TO HELP PROVIDE THEM WITH MEANINGFUL JOBS. WE THINK THE AMERICAN CONSERVATION CORPS WOULD BE A BIG STEP FORWARD IN SOLVING THIS PROBLEM AND AT THE SAME TIME PROVIDE DESPERATELY NEEDED CONSERVATION WORK FOR OUR NATION'S PUBLIC LANDS AND RESOURCES.

WE KNOW THAT OPPONENTS OF THIS BILL HAVE LABELED IT AS A WARMED-OVER VERSION OF YOUTH JOBS PROGRAMS THAT THEY SAY HAVE BEEN DISCREDITED IN THE PAST. AS STATED EARLIER, WE HAVE WORKED WITH MOST OF THESE PROGRAMS. ADMITTEDLY SOME HAVE BEEN BAD, SOME NOT SO BAD, BUT NEVER HAVE WE WORKED WITH A BETTER JOBS PROGRAM FOR OUR LOCAL GOVERNMENT THAN THE FORMER YACC PROGRAM. WE COMMEND YOU FOR REALIZING WHEN YOU HAVE SOMETHING GOOD AND TRYING TO CONTINUE POSITIVE AND PRODUCTIVE PROGRAMS. WE ALSO LIKE THE CHANGES IN THIS BILL TO MAKE IT EVEN MORE FUNCTIONAL. PARTICULARLY THE SECTION WHICH STATES THAT A PERSON CAN STAY IN THE PROGRAM LONGER THAN ONE YEAR.

GREENVILLE IS THANKFUL TO HAVE HAD THE YACC PROGRAM IN THE PAST AND WOULD BE GRATEFUL TO RECEIVE AN AMERICAN CONSERVATION CORP GRANT IN THE FUTURE. TO SHOW YOU WHAT THESE YOUNG PEOPLE CAN DO WHEN THEY HAVE SUPERVISION AND THE OPPORTUNITY TO WORK, WE HAVE BROUGHT ALONG SEVERAL CHARTS OF PICTURES TO SHOW YOU AN EXAMPLE OF THEIR WORK. ALL WORK ON CONSTRUCTION OF THIS TENNIS FACILITY, WITH THE EXCEPTION OF THE ACTUAL COURT CONSTRUCTION, WAS DONE BY THE YACC WORKERS. THIS IS ONLY ONE OF THE MANY EXCELLENT PROJECTS THAT WAS COMPLETED BY THE WORKERS FOR OUR FINE CITY THAT OTHERWISE COULD NOT HAVE BEEN DONE. ALL IN ALL, WE ESTIMATE THAT OVER ONE MILLION DOLLARS IN CONSTRUCTION AND CONSERVATION PROJECTS WERE PROVIDED THE RESIDENTS OF GREENVILLE THROUGH THIS PROGRAM. GOOD, CONSTRUCTIVE, EDUCATIONAL EMPLOYMENT FOR THE YOUTH OF OUR NATION AS WELL AS MEANINGFUL AND USEFUL PROJECTS FOR OUR LOCAL GOVERNMENTS CAN ONCE

AGAIN BE POSSIBLE BY CREATION OF THE AMERICAN CONSERVATION CORPS. WE URGE WITH ALL OUR HEART AND SOUL THAT YOU LOOK FAVORABLY ON SENATE BILL 2061.

ONCE AGAIN, WE WANT TO THANK YOU FOR GIVING US THE OPPORTUNITY TO BE HEARD. WE STAND AVAILABLE FOR ANY QUESTIONS THAT YOU MIGHT LIKE TO ASK.

STATEMENT OF SAMUEL J. THOMASSON, DEPUTY DIRECTOR, DIVISION OF PARKS AND RECREATION, NORTH CAROLINA DEPARTMENT OF NATURAL RESOURCES AND COMMUNITY DEVELOPMENT, RALEIGH, N.C.

Mr. THOMASSON. Thank you Mr. Chairman. My name is Samuel Thomasson, deputy director of the division of parks and recreation for the State of North Carolina, and I speak primarily for the many State agencies that have been helped by the former programs and offer our strong support for this bill. You have just heard the testimony from a city, municipality in North Carolina, Greenville, and the State of North Carolina certainly joins with the city of Greenville and many other local governments, both city and county in our strong support of the Senate bill.

We feel that the American Conservation Corps Act is the best option available at this time to help alleviate the youth unemployment which now exists in our State, and in the Nation, as it particularly relates to opportunities for conservation-type work efforts.

Several polls and scientific surveys taken in our State recently indicate very clearly that the vast majority of North Carolinians are very concerned that we continue to protect and preserve our natural resources.

We are also proud of the conservation-related work which has been accomplished in North Carolina during the past several years through the YCC and YACC. We feel that the record clearly shows that these programs were effective and efficient, and we see the American Conservation Corps as a great opportunity to fill the void created by the phasing out of these earlier programs.

I would like to point out that in North Carolina, the young adult conservation corps returned $1.20 of conservation work of each $1 expended in fiscal year 1980. I think you will all agree that this is a good investment, and the State of North Carolina urges the U.S. Senate to adopt Senate bill 2061 to allow these similar programs to continue.

Based on our experiences with the YCC and the YACC, we know several things:

First, we know that our youth do wish to work. They do want to earn an honest living, and they do want to be able to feel good about themselves. Doing an honest day's work for a day's pay allows this to happen.

Based on our experience we know that the youth want to work. I'm speaking as a father of a 16-year-old. They need to work, they really do. They want to do that honest day's work, and goodness knows she needs to get out and know what it is to sweat a little bit and earn that money. She really does.

Second, we know that the other real factor that we have here is the improvement of our natural resource base and the conservation therefrom.

The need for this type conservation work is still very evident. S. 2061 would allow the State and the local governments in this Nation to accomplish these tasks. Our youth need the opportunities to work.

We see that S. 2061 is one way to meet these needs through a combined effort through the American Conservation Corps.

On behalf of the youth and the citizens of the State of North Carolina and this Nation, we urge that you adopt this bill, and I thank you for the opportunity to present our views to you today.

[The prepared statement of Mr. Thomasson follows:]

Testimony on
Public Lands Conservation, Rehabilitation,
and Improvement Act of 1981

before the

Public Lands and Reserved Water Subcommittee
of the
Senate Energy and Natural Resources Committee

by

Samuel J. Thomasson
Deputy Director
Division of Parks and Recreation
North Carolina Department of Natural Resources and Community Development

Senate Subcommittee on Public Lands and Reserved Water
September 22, 1982 -- Washington, D. C.

Thank you Mr. Chairman. My name is Samuel J. Thomasson. I am Deputy Director of the Division of Parks and Recreation in North Carolina and I represent today many state government agencies in North Carolina who have been involved in a very active way in the past with the Young Adult Conservation Corps and the Youth Conservation Corps.

You have heard testimony earlier today from people involved with these programs in Greenville, North Carolina. The State of North Carolina joins the City of Greenville, and the many other local governments in our state in our strong support of Senate Bill 2061.

We feel that the American Conservation Corps Act is the best option available at this time to help alleviate the youth unemployment which now exists in our state, and in the nation, as it particularly relates to opportunities for conservation-type work efforts.

Several polls and scientific surveys taken in our state recently, indicate very clearly that the vast majority of North Carolinians are very concerned that we continue to protect and preserve our natural resources.

We are also proud of the conservation-related work which has been accomplished in North Carolina during the past several years through the YCC and YACC. We feel that the record clearly shows that these programs were effective and efficient, and we see the American Conservation Corps as a great opportunity to fill the void created by the phasing out of these earlier programs.

I would like to point out that in North Carolina, the Young Adult Conservation Corps returned $1.20 of conservation work of each $1 expended in fiscal year 1980. I think you will all agree that this is a good investment, and the State of North Carolina urges the U.S. Senate to adopt Senate Bill 2061 to allow these similar programs to continue.

Based on our experiences with the YCC and YACC, we know several things:

First, we know that our youth do wish to work. They do want to earn an honest living, and they do want to be able to feel good about themselves. Doing an honest day's work for a day's pay allows this to happen.

Second, this act would be a real factor in the continued improvement and conservation of our natural resources. In North Carolina, from 1978 through 1982, the YACC has meant much needed construction in 8 state parks, the further development of over 850 acres of parkland, construction of 12 nature trails, 8 bridges, 40 man-made reefs, and many, many acres of soil erosion control, and other types of conservation work.

The need for this type of conservation is still quite evident, and Senate Bill 2061 would allow the state and local governments in this nation to accomplish these tasks.

Our youth need opportunities to work. Our state's natural resources are in need of protection, conservation and improvement.

We see Senate Bill 2061 as one way to meet these needs through a combined effort through the American Conservation Corps. We feel this new thrust will allow us to meet the needs of both our natural and our youth resources.

On behalf of the youth and other citizens of the State of North Carolina, we urgently request that this bill be adopted. Thank you for the opportunity to present our views today.

NORTH CAROLINA YACC EXPENDITURES & WORK ACCOMPLISHMENT

PERIOD SERVED	1978	1979	1980	1981	TOTALS
Program Funds Expended	221,381	1,246,149	2,353,519	1,184,423	5,005,472
Youths Served	328	588	1,642	560	3,118
Minority	120	232	654	232	1,238
Disadvantaged	152	190	323	97	762
Youth Hrs. worked	88,384	160,423	436,583	227,728	913,118
Appraised Value	547,976	1,104,100	3,014,862	1,258,932	5,925,870
BREAKDOWN OF APPRAISED VALUE					
Timber Management	15,110	17,006	101,146	21,169	154,431
Rec. Development	191,550	612,467	1,910,098	873,293	3,587,408
Visitor Services	39,026	61,412	165,224	29,747	295,409
Range Management	42,672	16,442	24,651	12,670	96,435
Wildlife	21,380	2,610	3,014	340	27,344
Engineering Construction	85,483	217,855	480,783	140,858	924,979
Water & Soil	109,560	70,546	189,698	76,659	446,463
Other	24,295	105,703	140,245	104,184	374,427

CONSERVATION PROGRAM NEEDS SUPPORT

One of our most vital resources is your youth. In these inflationary times, being aware of budgetary problems, our most valuable resource, should not be slighted.

In the government's efforts to balance the Federal budget, the Young Adult Conservation Corps and the Youth Conservation Corps have been eliminated. The programs have been clearly cost effective, work actually performed returned $1.20 in value for each $1 expended.

Accomplishments thru 1980 Fiscal Year

1. 8 new parks constructed
2. 850 acres of park developed
3. 3 amphitheaters built
4. Over 1,000 pieces of park equipment (benches, tables, etc.)
5. Approx. 30 miles of fencing erected
6. 350 acres of erosion control work
7. 50 acres of landscaping completed
8. 12 nature trails constructed
9. 3 exercise trails constructed
10. Over 3,000 trees and shrubbery planted
11. 2 parking lots constructed
12. 3 ponds built
13. 8 bridges constructed
14. 6 rip rapping projects
15. Insect control projects
16. Restoration of old house (Scotland Co.)
17. Restoration of a fort (Fort Macon State Park)
18. 3 pavilions constructed
19. 1 tennis shelter (club house) constructed
20. 1 bird sanctuary (Wrightsville Beach)
21. 40 reefs constructed (Marine Fisheries)

In our State Parks (as well as City and County Parks) the program has enabled work to be done that otherwise would have been neglected due to lack of funds or labor force.

Senator **Wallop**. If you get $1.20 for each $1 that you invest in this thing, why is it that the States are not doing this very thing themselves, as far as their own needs with regard to tennis courts and other things?

Mr. **Thomasson**. Mrs. O'Brien did mention that several of the States have gotten authorization and the funding from that. The conservation-based programs that we primarily worked in North Carolina through the State agencies, simply do not have the initial dollar to invest with several other programs there.

Senator **Wallop**. The same might be said of the Federal Government with a $100 billion deficit. I'm not trying to be difficult here but one of the problems we have is of all the various Federal programs that are presented or defended, we turn as much as the opponent's claim for them, this would be the money that they need. I think it needs to be pointed out that these are in fact expenditures of public funds and while you may get value it's not realized; revenue value may show up in another way. And that's part of what is compounding the issues right at this moment, when the House merrily went on its way and passed the bill without even looking over its shoulder at the Budget Act or their own appropriations or their own budgets out of which committees this bill passed. They did not even do us the courtesy of including it in their budget concept. It's complex to try to get there.

Your State, your communities, are not overly invested in for the very same reason, that, there's a slowdown in this concept, if we were to time when we could cast those concerns over the shoulder as we've done for 40 years, but they have to be put in the same mixing bag as cuts in other social services. They do not come from nowhere. If we were expecting revenue return life would be a good deal easier. But I don't think it's fair to put if out in the public mind that there will indeed be immediately dollar and cents returns sufficient enough to pay for this program. That's one of the sad things about it.

STATEMENT OF JAMES E. MALLOW, LEGISLATIVE CHAIRMAN, NATIONAL ASSOCIATION OF STATE PARK DIRECTORS, ANNAPOLIS, MD.

Mr. **Mallow**. The National Association of State Park Directors represents men and women—these State properties were visited by 760 million people last year. I've submitted testimony for your consideration and won't insult your intelligence by sitting here and reading it to you.

What I'd like to do is very quickly go over a recent survey of State park systems and to reemphasize the need in our opinion for the American Conservation Corps in terms of the human aspects of that program.

A great deal of comparisons have taken place between the YACC/YCC and the CCC and I'd like to make one of those at this point.

Parts or all of 650 State parks were in some way developed or improved by the CCC. The amazing part of this statistic is that some 52 years later, 88 percent of those park facilities built by the CCC are still in existence and serving the park visitor of the 1980's.

Pride of workmanship and hard work attributed to the CCC certainly had a large part to play in this interesting statistic.

Thousands of young men came of age during that "no-job" depression and their dejected spirits were enlightened by their accomplishments. The passage of S. 2061 and the establishment of the ACC can have that same effect in 1982.

During these last several years, when the YCC and YACC were active, over 71,000 young people had the opportunity to sweat and learn and make meaningful contributions to the development of facilities in more than 1,200 State parks.

The YCC/YACC benefits to State parks across the country have been many, varied and meaningful, and you've already heard those economic responses. More importantly, though, has been the appreciation of the out of doors, the rekindled commitment of stewardship and the spirit of hope that 71,000 young men and women gained as a direct result of those programs.

I'd like to close by reading an excerpt from my State's 1981 YACC program narrative:

> Maryland's work projects improved as the enrollees vision of what they could accomplish increased. The program expanded with increased experience and the results always exceeded expectations. This is evident by the wide range of increasingly complex and challenging conservation projects, which were culminated by the construction of two 30′ x 60′ log cabins. These young people didn't just carry boards and sweep up sawdust. Instead, they wired, plumbed, laid block and surveyed; and under adult supervision and guidance, completely built these structures.

They did sweat and learn and their dejected spirits were enlightened.

Senator, Washington, D.C. isn't too far from the great State of Maryland and I would be more than happy to come over and pick you up and carry you out to the mountains and show you those two facilities.

Finally, to demonstrate that history really does repeat itself, I'd like to point out the fact that the logs and other wood materials that these 1981 YACC'ers used to build these cabins were taken from a stand of timber planted by a CCC crew during the 1930's.

We ask you to be a part of making history repeat itself once again and we certainly do encourage you to give serious consideration to the passage of this bill.

Thank you.

[The full prepared statement of Mr. Mallow follows:]

STATEMENT OF JAMES E. MALLOW, LEGISLATIVE CHAIRMAN FOR THE NATIONAL ASSOCIATION OF STATE PARK DIRECTORS, BEFORE THE PUBLIC LANDS AND RESERVED WATER SUBCOMMITTEE OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES, UNITED STATES SENATE AT A HEARING ON S 2061 (AMERICAN CONSERVATION CORPS ACT) SEPTEMBER 22, 1982.

THE NATIONAL ASSOCIATION OF STATE PARK DIRECTORS REPRESENT A GROUP OF MEN AND WOMEN WHO ARE RESPONSIBLE FOR ADMINISTERING 9 MILLION ACRES OF PUBLIC PARK, FOREST AND WILDLIFE LAND. THESE COLLECTIVE STATE PROPERTIES WERE VISITED BY 617 MILLION PEOPLE LAST YEAR.

WE APPEAR BEFORE YOU TODAY, SPEAKING IN SUPPORT OF SENATE BILL 2061. OUR SUPPORT, HOWEVER, IS NOT ENTIRELY FOR SELFISH REASONS.

CERTAINLY, OUR PARKS WOULD BENEFIT FROM THE LABOR IMPLICATIONS OF THE AMERICAN CONSERVATION CORPS; AS THEY DID IN THE 1930'S AND DURING THE TENURE OF YCC/YACC. THERE IS ALSO NO QUESTION THAT MEANINGFUL, CONSTRUCTIVE AND MUCH NEEDED RESTORATION OF FACILITIES AND A LONG LIST OF UNDONE, HIGH PRIORITY NATURAL RESOURCE WORK WOULD BE ACCOMPLISHED; AS IT WAS IN THE 1930'S AND DURING THE YCC/YACC YEARS JUST PASSED.

HOWEVER, THESE BENEFITS, AS SIGNIFICANT AS THEY ARE, WOULD RANK A DISTANT SECOND IN THE IMPORTANCE OF SENATE BILL 2061.

OUR SUPPORT FOR THIS LEGISLATION GOES BEYOND THE TANGIBLE BENEFITS OF SUCH AN EFFORT; AND TRANSCENDS THE OBVIOUS MERITS TO STATE PARK SYSTEMS.

WE, IN THE ASSOCIATION, TAKE AN ALTRUISTIC APPROACH TO SENATE BILL 2061 AND SIMPLY SUPPORT IT BECAUSE IT WILL BE GOOD FOR OUR COUNTRY.

It is doubtful that any other event or force could have influenced the development of state parks in our country as did the presence of the Civilian Conservation Corps of the 1930's. Out of the blight of that depression came the bloom of the parks. More importantly, though, was the fact that thousands of young men came of age during a no-job depression. Their dejected spirits were to be enlightened by their accomplishments in the wide open spaces where they were creating a whole new way of life for their generation and for generations to come.

The foundation blocks of our nation include caring for people and a stewardship of the vast expanses of our renewable natural resources. Two of the greatest assets in this great country are our youth and our natural resources. The institution of an American Conservation Corps will certainly help to rekindle an investment in our nations future and in those two great resources.

Traditional and time honored beliefs in things such as "hard work", "a work ethic" and "a day's work for a day's pay" are reasons our nation is strong. We know that programs like the American Conservation Corps will instill these virtues in the youth of today; in the same way the CCC did in the 1930's.

The passage of this bill isn't a panacea to the total improvement of depleted natural resources or unemployment. It will help, though, like it did in the 1930's.

THE NATIONAL STATE PARK DIRECTORS ASSOCIATION CAN'T THINK OF A BETTER WAY NOR MORE OPPORTUNE TIME TO ONCE AGAIN MAKE THIS NATIONAL COMMITMENT; IN AN EFFORT TO BLEND THE HUMAN AND NATURAL RESOURCES OF OUR COUNTRY--FOR THE BENEFIT OF BOTH.

WE URGE YOUR SERIOUS AND RESOLUTE CONSIDERATION TOWARD THE PASSAGE OF THIS BILL THAT WILL GO A LONG WAY TOWARD DEVELOPING A RENEWED AWARENESS AND APPRECIATION OF THE OUT-OF-DOORS, REKINDLE A COMMITMENT OF STEWARDSHIP OF THE LAND AND INSTILL A SPIRIT OF HOPE AMONG OUR YOUNG PEOPLE.

Senator WALLOP. I agree with you on the human argument, but the economic terms are very hard to justify, even though you have the facilities still in existence that were built back in those days. It's hard to justify. For example, well it's hard to view the construction of log cabins at the same time you get programs for the elderly that are being cut that deal directly with food and shelter. I presume that the shelter was not for the elderly in this instance.

The human argument I think is the one which will be telling here, however valid they may be, any of the economic arguments. I want to thank you all very much. I appreciate your testimony.

The next panel, Mr. Frazier Kellogg, Robbie Callaway, John Capozzi, Frank Slobig, and Janice Fine.

Again, I counsel you on the 5 minute rule. I ask you to start, Mr. Kellogg.

STATEMENT OF FRAZIER KELLOGG, FORMERLY IN CHARGE OF RESEARCH AND DEVELOPMENT, ACC-YCC, CABIN JOHN, MD.

Mr. KELLOGG. Thanks for the opportunity for appearing here, Senator. Just for the record I want to say I've headed up the Department of the Interior with respect to youth programs, and rather than go over my testimony I think I want to comment on some of the questions you raised about funding.

For one thing, I think proposed authorizations are nowhere near the order of magnitude that would be indicated by either the seriousness of the youth employment problem or the seriousness of the natural resource problem.

Senator WALLOP. I'm glad to hear you say that. It's of obvious concern.

Mr. KELLOGG. Actually the proposed authorization, it doesn't really stack up very high when you consider that we've got tax expenditure level in excess of $250 billion a year and those are exceptions from the tax bill where people don't have to pay taxes. And when we're really concerned about $100 million deficit, that's one of the places we should certainly be looking.

Senator WALLOP. I'll give the committee its due, it has reached it's—and has not reached beyond its reach.

Mr. KELLOGG. On the question of the administrator configuration, I think this has been in the dialog on the construction of this bill now for 2 years and I think however the Congress decides to come down on that issue, I would recommend a strong independent oversight for the program to get honest feedback from the Congress and make recommendations on any changes that are needed. But I wouldn't let that delay implementation of the bill as it's proposed in 4861.

One of the things that YCC and YACC did was develop an awful lot of talented, capable people out there, from land managers to the local staff, and what really makes the program hum is the work of the people at the local level. And in fact we used to joke about at Interior that the program runs beautifully in spite of its cousin.

Looking down the line to the final formation of the legislation I would strongly recommend that one of the things that really affects the quality of the program is the writing of the regulations, and that instead of having the agency or a contractor write the regulations in isolation that congressional staff, operating agencies, program operators, everybody that is in that chain be involved in writing the regulations themselves, including OMB. Because one of the most difficult operational problems with YACC and YCC was the uncertainties from year to year of our funding, and so some of the YCC programs didn't get into operation until as late as June when they should have had a much longer leadtime.

Thank you.

Senator WALLOP. Thank you very much.

[The prepared statement of Mr. Kellogg follows:]

Statement of Frazier Kellogg before the Senate Subcommittee on Energy and Natural Resources, September 22, 1982

Mr. Chairman and members of the Subcommitte, I appreciate the opportunity to comment on S2061, a bill to create an American Conservation Corps. It is an excellent bill and had substantial input from people who worked with previous youth conservation programs, the YCC and YACC.

During four years at the Department of the Interior I had close contact with these programs. In addition to managing research and evaluation, I spent considerable time in the field living and working with staff and enrollees. I have first hand knowledge of the benefit of the programs to the land managing agencies and the young people.

The bill you are considering comes at a time when youth unemployment is at record levels and the needs of land managing agencies are overwhelming. This year the National Park system alone will have a record 250 million visits. Funded at its full level the ACC would cost a dollar a visit. This is a small price to pay for a constructive program. It would come at a time when the Justice Department estimates the cost of youth crime at about ten billion dollars a year, and when young people under the age of twenty five account for 60 percent of all arrests in the country. The ACC clearly offers an attractive alternative. It has the backing of a large and varied number of national organizations.

The proposed ACC, and its predecessors, the YCC and YACC, are criticized for not being "targeted" exclusively to minority and disadvantaged youth. Targeting determines who is eligible for a program; it does not determine or guarantee a good program. Indeed testimony before the Subcommittee cited research which concluded that programs designed exclusively for minority and disadvantaged groups do not work. In contrast, research on YCC shows convincingly that enrollees increased their social skills by working and learning with people from different ethnic and economic backgrounds, and that this was true for disadvantaged and non-disadvantaged youth as well. This breaking down of barriers between groups is a desireable social outcome, consistent with decades of effort directed at a more integrated national society. ACC would give preference to minorities and disadvantaged, but keep the program open to all youth interested in working for conservation and natural resources.

Critics make the unsubstantiated claim that enrollees do only marginal work. That was not mandated for YCC and YACC, and recorded data show they did not perform that way. Habitat protection, reforestation and timberland improvement, restoration of recreational and commercial fisheries, research on endangered species, and public resource maintenance are not marginal in value or work content. When enrollees did less skilled types of work, regular agency staff were released for projects requiring higher skills. The youth projects reflected the full range of work required to carry out the missions of land management agencies. If those agencies had their regular staff do the same work, or contract for it, they would have had to pay two to three times as much. In fact, the programs were considered so valuable to the agencies, that they committed supplies and regular staff time of their own in support of YCC and YACC. This, the quality and cost effectiveness of the two programs can be documented by data and methods of calculation approved by the Office of Management and the Budget. The claim of marginality cannot. What has not been estimated is the future value of renewable resources started or enhanced by the programs. Likewise, the future value of renewable resource projects conducted under the ACC would make a positive economic contribution at a time when resources worldwide are under enormous pressure. This is documented in the Global 2000 Report submitted to the President in 1980. The proposed ACC should be regarded as an investment in the future, for both youth and natural resources.

YACC in particular was criticized for being too expensive compared to other youth programs. This criticism does not compare the quality of the programs, and there are no cost benefit estimates for other programs. The average YACC enrollee stayed in the program for three to four months. Thus, while the average annual cost of about $10,500 per year might seem high, the cost per enrollee served was a third to a fourth of that. Moreover, about 65 percent of YACC program costs were enrollee wages. About a fourth of those wages were returned to the federal government in the form of income taxes and contributions to the Social Security System. Staff and enrollee wages as well as purchases of supplies and equipment also made a contribution to local ecomomies and tax systems.

YACC was also faulted for a poor placement record. To the contrary, the Department of the Interior has data which show that seven out of every ten enrollees who left the program did so for positive reasons, such as finding another job, returning to school, or entering the military. Some of the placements were in reqular positions with the land management agencies. These high positive outcomes applied to minority enrollees as well. Again, the criticism ignores hard data.

Critics of YACC should also note an evaluation of YACC conducted by the Office of Policy, Evaluation and Research of the U.S. Department of Labor. While it flagged some potential administrative problems, it found the work being done useful, and enrollees and staff were satisfied with the program. The positive view of both YCC and YACC is supported in mail received from former enrollees and their parents.

Taken together the criticisms of youth conservation programs are not well founded, and are contradicted by hard evidence. The proposed ACC has benefitted from the experience of YCC and YACC. It has tough program performance criteria for work projects and benefits to be gained by enrollees. Implementation of the ACC at the earliest possible time would be a wise and prudent investment in the future. Consideration of the measure comes at a time when public lands and water face increased pressure from visitor use and when serious environmental and resource problems are not getting the attention they deserve. Potential benefits of the program far outweigh its costs.

STATEMENT OF ROBBIE CALLAWAY, EXECUTIVE DIRECTOR, NATIONAL YOUTH WORK ALLIANCE, WASHINGTON, D.C.

Mr. CALLAWAY. Thank you Senator, I'll be very brief.

I'm Robbie Callaway, executive director of the National Youth Work Alliance, and our organization supports the American Conservation Corps. Broad bipartisan support has been exhibited for the bill. You've heard a lot of the reasons, the conservation reasons, so far today for support. I can support many of those. But my members supported further some statistics that haven't been mentioned.

Over 2 million kids under the age of 18 years old were arrested last year; 500,000 kids under 18 will be held in adult jails and in detention facilities this year. Over 1 million kids will run away this year.

Will the ACC, the American Conservation Corps, solve any of those problems? It won't solve them all, but what it will do is provide some hope for maybe 100, 150,000 kids, to provide some hope that a lot of these kids aren't experiencing right now. It can also offer some meaningful employment. It can offer some positive work habits, responsibility. It can offer pride in a job well done. It can offer self-worth. It can offer hard work. I think for the American Conservation Corps to be successful, I think there has to be hard work.

Some of the employment programs that have been in existence have been a joke. Kids go there and they spend 8 hours playing basketball or whatever. It's a waste of the Government dollars. It's a waste of human potential. If's a waste on those kids. They don't learn anything in that job that they can take to a job later on. The way I envision the American Conservation Corps they can learn skills. The basic fundamental jobs and hard work skills that they can take anywhere. They may never go into a forest again in their life, but they can take them into any job.

I think the subject of target aims were mentioned. The American Conservation Corps should maintain its preference for disadvantaged and minority youth but I make it clear that it's a preference and it's not exclusive. For it to be successful there has to be a mix as Senator Jackson mentioned earlier.

You talked about discipline in the program, I think you understand my position on that. I think the program should be disciplined. Not in the Army sense necessarily, but it should be disciplined in that the kids do their job, they work hard, and then they play after work hours. I think some of that can be written into the regulations. I don't think that necessarily has to be written into the legislation. I don't know how we could write it in. I think oversight is very important.

To conclude, I think the need is really right now great for this program. I think the need is right now and I think the 97th session of Congress and you Senator Wallop, should be remembered for enacting this American Conservation Corps for whatever it takes.

[The prepared statement of Mr. Callaway follows:]

The National Youth Work Alliance
1346 CONNECTICUT AVENUE, N.W. • WASHINGTON, D.C. 20036 • (202) 785-0764

TESTIMONY OF

ROBBIE CALLAWAY,

EXECUTIVE DIRECTOR,

NATIONAL YOUTH WORK ALLIANCE

BEFORE THE

UNITED STATES SENATE

SUBCOMMITTEE ON

PUBLIC LANDS AND RESERVED WATER

- PROPOSED
AMERICAN CONSERVATION CORPS
(H.R. 4861 AND S.2061)

SEPTEMBER 22, 1982

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I WOULD LIKE TO THANK YOU FOR ALLOWING ME TO TESTIFY ON A MATTER OF SUCH IMPORTANCE AS THE AMERICAN CONSERVATION CORPS.

MY NAME IS ROBBIE CALLAWAY AND I AM THE EXECUTIVE DIRECTOR OF THE NATIONAL YOUTH WORK ALLIANCE. THE ALLIANCE IS ONE OF THE LARGEST MEMBERSHIP ORGANIZATIONS OF YOUTH SERVICE AGENCIES IN THE COUNTRY, REPRESENTING OVER 1,500 LOCALLY CONTROLLED AGENCIES, AND MANY MORE INDIVIDUALS. ESTABLISHED AS A PRIVATE NON-PROFIT ORGANIZATION IN 1973, WE NOW SERVE MEMBER PUBLIC AND PRIVATE YOUTH SERVICE PROVIDERS WORKING IN NEARLY EVERY AREA AFFECTING YOUNG PEOPLE AND THEIR FAMILIES. SOME OF THE AREAS ARE JUVENILE JUSTICE, EMPLOYMENT, EDUCATION, RECREATION, ALCOHOL ABUSE, DRUG ABUSE, RUNAWAY, AND ADOLESCENT PREGNANCY, AND RESIDENTIAL CARE.

THE REASON I AM HERE TODAY IS TO OFFER MY UNQUALIFIED SUPPORT TO THE AMERICAN CONSERVATION CORPS, WHICH CONVINCINGLY PASSED THE U.S. HOUSE OF REPRESENTATIVES 291-102. THE BIPARTISAN NATURE OF THIS PROPOSED LEGISLATION IS NOT ONLY REFLECTED IN THAT VOTE BUT ALSO IN THE BROAD MIX OF NATIONAL, STATE AND LOCAL ORGANIZATIONS THAT SUPPORT IT.

WHY DOES MY NATIONAL ORGANIZATION SUPPORT THE AMERICAN CONSERVATION CORPS?

OUR MEMBERS THROUGHOUT THE UNITED STATES ARE ALARMED BY UNEMPLOYMENT STATISTICS THAT SHOW ONE OUT OF FOUR YOUNG PEOPLE CANNOT FIND A JOB. THEY ARE FURTHER SHOCKED THAT FOR MINORITY YOUTH, THIS FIGURE IS ONE OUT OF TWO.

OUR MEMBERS ARE ALSO DISTURBED BY STATISTICS SHOWING:

- TWO MILLION PERSONS UNDER THE AGE OF 18 WERE ARRESTED IN 1980;
- 500,000 YOUNG PEOPLE A YEAR WILL BE HELD IN AN ADULT JAIL OR JUVENILE DETENTION FACILITY THIS YEAR;
- OVER ONE MILLION CHILDREN WILL RUN AWAY OR BE THROWN OUT OF THEIR HOMES THIS YEAR;
- DRUG AND ALCOHOL ABUSE CONTINUES TO INCREASE AMONG OUR NATION'S YOUNG PEOPLE.

WILL THE AMERICAN CONSERVATION CORPS SOLVE ALL OF THESE SOCIAL ILLS?

NO. BUT, IT IS A START IN THE RIGHT DIRECTION. NO ONE ENVISIONS THE ACC AS A PANACEA TO ALL THE PROBLEMS OF OUR NATION'S YOUNG PEOPLE OR ALL OF OUR CONSERVATION NEEDS.

MANY OF THOSE TESTIFYING TODAY WILL DISCUSS WHAT THEY FEEL TO BE THE MAJOR BENEFIT OF THIS PROPOSED LEGISLATION. YOU WILL HEAR OR HAVE HEARD ABOUT:

ECONOMICS - "THIS PROGRAM WILL RETURN ANYWHERE FROM $1.01 TO $2.00 FOR EVERY DOLLAR SPENT."

CONSERVATION - "THIS PROGRAM WILL ADDRESS THE MUCH NEEDED UPKEEP AND IMPROVEMENT OF MANY OF OUR NATION'S PARKS."

BIOMASS RECOVERY - "THIS PROGRAM WILL ASSIST THE NATION IN THE NECESSARY BIOMASS RECOVERY WHICH WILL PROVIDE FUNDING FOR THE PROGRAM." (A CONCEPT THAT ADMITTEDLY THE CONSERVATION EXPERTS UNDERSTAND MUCH BETTER THAN I).

THESE AND MANY OTHERS MAY BE REASON ALONE TO SUPPORT THE AMERICAN CONSERVATION CORPS.

MY MAJOR REASON IS THAT FOR FROM 100,000 TO 150,000 YOUNG PEOPLE THE AMERICAN CONSERVATION CORPS OFFERS SOME HOPE. IT WON'T WORK FOR ALL OF THESE YOUNG PEOPLE BUT FOR MANY, THE MEANINGFUL JOBS CREATED BY THIS CORPS WILL BRING A SENSE OF ACCOMPLISHMENT AND SELF WORTH.

THIS SELF-WORTH MAY NOT ELIMINATE THE EARLIER MENTIONED ARREST RATES OR RUNAWAY RATES BUT IT WILL MAKE A DENT IN THEM. IT WILL HELP AT LEAST SOME OF A GENERATION OF YOUNG PEOPLE TO ONCE AGAIN FEEL GOOD ABOUT THEMSELVES AND THEIR NATURAL RESOURCES.

I am too young to remember the Civilian Conservation Corps, but I will never forget my encounter with an alumni who helped build Timberline Lodge at Mt. Hood, Oregon. As I walked around, admiring this awesome facility, he approached me and told me how he was one of those Civilian Conservation Corp members who built this lodge. As he continued to talk, his voice flowing with pride, I wished that all of our nation's young people could have such an experience.

To continue on a personal vein, let me share the story of my younger sister, who is a graduate of the Youth Conservation Corps. One day, early in her Youth Conservation Corps enrollment, she came home covered with mud, looking so tired and worn out. I thought for sure she was never going back to that place. Before I could say anything, she broke into a big smile, and told how she loved this work. Her crew was building an amphitheater in the park. She worked as hard throughout her enrollment and now takes great pride in the job done by her Youth Conservation Corps crew. She is now in her second year of college studying nursing and maintaining her status on the Dean's list.

I have shared personal Civilian Conservation Corps and Youth Conservation experiences so please indulge me one more story. My younger brother graduated from high school and, like so many boys that age, was uncertain about his present, much less his

FUTURE. AFTER LOOKING AROUND AWHILE, HE ENROLLED IN THE YOUNG ADULT CONSERVATION CORPS. HIS PLACEMENT WAS THE PATUXENT WILDLIFE REFUGE CENTER WHERE HE WAS ACTIVELY INVOLVED IN THE CONSERVATION OF VARIOUS MIGRATORY BIRDS. HE HAD NEVER EXPRESSED AN INTEREST IN THIS AREA BUT HE WAS BECOMING AN EXPERT AND WAS PLACED IN CHARGE OF HIS CREW. HE WORKED HARD, THEY WORKED HARD, AND ALL OF THEM EXPERIENCED PERSONAL GROWTH. HE LEFT YACC TO GO TO COLLEGE AND AFTER OBTAINING HIS ASSOCIATE'S DEGREE, HE HEADED FOR THE 82ND AIRBORNE. HE APPRECIATES HIS COUNTRY AND ITS RESOURCES.

WHY DISCUSS THE CIVILIAN CONSERVATION CORPS, THE YOUTH CONSERVATION CORPS AND THE YOUNG ADULT CONSERVATION CORPS WHEN THE PURPOSE OF THIS HEARING IS THE AMERICAN CONSERVATION CORPS?

MANY OF US HERE TODAY FEEL THAT THIS PROPOSED AMERICAN CONSERVATION CORPS HAS TAKEN THE BEST OF THE CCC, YCC, AND THE YACC AND COMBINED THEM INTO LEGISLATION FOR THE PRESENT AND FUTURE. AMONG OTHER THINGS, THE ACC OFFERS:

- MEANINGFUL EMPLOYMENT
- POSITIVE WORK HABITS
- RESPONSIBILITY
- PRIDE
- HARD WORK

THIS LIST OF ATTRIBUTES AND SKILLS WILL ASSIST THESE YOUNG PEOPLE IN LATER JOBS, REGARDLESS OF WHAT AREA THEY PURSUE.

THERE ARE SOME ISSUES THAT HAVE BEEN RAISED CONCERNING THE PROPOSED ACC. LET ME RESPOND TO THESE TWO.

1. TARGETING - SOME HAVE CRITICIZED THE ACC AND ITS PREDECESSORS, THE YCC AND THE ACC, FOR NOT TARGETING EXCLUSIVELY ON MINORITY AND DISADVANTAGED YOUTH.

THE ACC GIVES PREFERENCE TO MINORITIES AND THE DISADVANTAGED. THIS SHOULD CLEARLY BE MAINTAINED BUT THE PROGRAM SHOULD REMAIN OPEN TO ALL YOUNG PEOPLE INTERESTED IN THIS TYPE OF WORK. A MIX OF ETHNIC AND ECONOMIC BACKGROUNDS, AS WELL AS DISADVANTAGED AND NOT DISADVANTAGED YOUTH SHOULD BE MAINTAINED. THIS MIX WILL HELP TO BREAK DOWN SOCIAL BARRIERS FOR ALL YOUTH INVOLVED.

2. SUBMINIMUM WAGE - THERE HAS BEEN SOME DISCUSSION OF ATTACHING A SUBMINIMUM WAGE TO THE ACC. MY MEMBERS FEEL THIS WOULD BE A SAD MISTAKE.

THE YOUNG PEOPLE IN THE ACC SHOULD WORK HARD IN THEIR JOBS. THESE WILL NOT BE MAKE-WORK JOBS TO SIMPLY KEEP THE YOUNG PEOPLE OFF OF THE STREETS. IN ADDITION TO THE OTHER BENEFITS OF THEIR WORK, THESE YOUNG PEOPLE SHOULD BE GIVEN THE OPPORTUNITY TO MOVE TOWARD FINANCIAL INDEPENDENCE THROUGH THIS GAINFUL EMPLOYMENT.

Anything less than the minimum wage would not be adequate compensation for the physical nature of much of the work.

CONCLUSION

The time is now for the Senate to pass this important and necessary legislation. The $50 million for fiscal year 1983 and the $250 million for later years is a wise investment in not only our nation's youth, but also our nation's natural resources.

When my newsmagazine, Youth Alternatives ran the story of the House passage of the ACC our office was flooded with calls from around the states. People wanted to know how they could establish an ACC program in their area.

The need is great. The need is now. This 97th Session of Congress should be remembered for enacting the American Conservation Corps.

Thank You.

Senator WALLOP. Thank you.

Mr. CAPOZZI.

STATEMENT OF JOHN CAPOZZI, JR., ON BEHALF OF FRONTLASH

Mr. CAPOZZI. Thank you.

I appreciate the opportunity to testify. By way of introduction I am a former camp director of the Youth Conservation Corps camp in the Yellowstone National Park and also Prince William Park in Virginia.

Senator WALLOP. You may know that was one of the field agencies which I have earlier referenced my conversations about——

Mr. CAPOZZI. Frontlash is a nonpartisan organization, and I speak in support of S. 2601. Frontlash also supports H.R. 4861 as passed by the House and recommend the changes made in that bill be incorporated in the Senate version.

My knowledge of the Youth Conservation Corps program comes from my work with them. The YCC program works with young people and provides hard work for them while they were participants in the program. Secretary of Interior Watt has acknowledged that the parks are in shameful conditions and has proposed several ways to reduce this backlog of conservation work. This nonpartisan bill would answer these critical needs for manpower in national parks as well as in other public lands. In my experience with the YCC most of the young people had this experience as their first job. With positive experience and the work skills that they received from just their short period of work in the YCC, they would also receive in the ACC. These young people would acquire enough training to go into other jobs and become better citizens.

And just to wind it up, in Yellowstone my role is indicated that in the YCC they worked harder than they had in several instances in their entire lives. They appointed with immense price the work they had accomplished during their summer there, and their parents could not really truly believe that their sons or daughters had accomplished so much in just the 7 short weeks in the program.

Thank you very much.

[The prepared statement of Mr. Capozzi follows:]

September 22, 1982

Statement to the Subcommittee on Public Lands and Reserved Water Concerning Senate Bill 2061, "The American Conservation Corps of Act of 1982"

by John Capozzi, Jr.

Representing Frontlash

By way of introduction, I am the former Youth Conservation Corps (YCC) Camp Director of the 1981 Yellowstone National Park and Grand Teton National Park YCC camp and the 1980 Prince William Forest Park, Virginia, YCC Camp.

Frontlash is a non-partisan, national organization founded in 1968 to provide a vehicle for youth participation in politics. Increasing voter participation, building coalitions between young people and reforming restrictive registration and election laws are Frontlash's goals. I will speak in support of S. 2061 and the creation of the American Conservation Corps. Frontlash supports H.R. 4861 as passed by the House and recommend that the changes made in that bill be incorporated in the Senate version.

Frontlash endorses the concept of S. 2061 and requests that the subcommittee recommend the bill to the full commitee on Energy and Natural Resources so that it may be voted upon in this session. With youth unemployment for minorities over fifty-one percent, our young people deserve prompt consideration.

My knowledge of youth conservation work comes from experience directing YCC camps in Wyoming and Virginia. The YCC program, which worked on public lands with youth fifteen to eighteen years of age, accomplished vital projects that benefited the parks as well as the participants.

This bill both consolidates and improves upon previous programs by providing special consideration for disadvantaged youth and increasing the States' share of funds.

The economics of conservation work by young people is, however, the strongest aspect of this program. In this time of fiscal austerity, federal programs with a proven track record of returning over one dollar for each dollar invested should be singled out for support and praise. In the 1981 Yellowstone YCC camp this past summer, the camp completed over $87,000 worth of work projects in seven weeks with a budget of $85,000. Projects completed included tree planting, trail restoration, buck and rail fence construction and environmental education activities.

Secretary of the Interior James G. Watt has acknowledged that the parks are in "shameful" condition and has proposed several ways to reduce this backlog of conservation work. This non-partisan bill would answer this critical need for manpower in National Parks and on other public lands.

With President Reagan urging the government to get as much "bang for the buck" as possible from its budget dollars, this program with such a high return on the dollar and paying only minimum wage to its participants certainly lives up to that ideal.

These budget facts do not reflect the great value of this program to the young participants. Unlike many youth employment programs, it provides a meaningful work experience that has an extremely positive effect on the development of work habits, communication skills and personal growth in general. The outdoors is also the best classroom for learning a positive environmental ethic that the participants will carry with them through their entire lives.

For most of these youths, this would be their first job experience. With the positive experience and work skills that they receive from just a short period in the ACC, these young people would acquire enough training to go to other jobs and to become better citizens.

This is true for several reasons, most important of these is that the participants gain a true understanding of the relationship between hard work and earning money. In Yellowstone, my enrollees indicated that, in the YCC, they had worked harder than they had in their entire lives. They pointed with immense pride to the work that they had accomplished during the summer. Their parents in several instances could not truly believe that their sons or daughters had accomplished so much in just seven weeks.

In conclusion, the bill would provide the most economical means of accomplishing needed conservation work on the nation's public lands. It provides disadvantaged and unemployed youth with the chance to do worthwhile work while gaining an appreciation for our natural heritge. I strongly urge speedy and favorable reporting of this bill to the full committee.

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Senator WALLOP. Thank you. Mr. Slobig?

STATEMENT OF FRANK J. SLOBIG, PROJECT DIRECTOR, ROOSEVELT CENTENNIAL YOUTH PROJECT, WASHINGTON, D.C.

Mr. SLOBIG. Thank you, Mr. Chairman.

In the tradition and spirit of Franklin and Eleanor Roosevelt, the Roosevelt centennial youth project recently launched by the Eleanor Roosevelt Institute, is striving to increase public understanding of the problem of youth unemployment, to create a receptive environment for effective programs and to promote the principles and policies that should be adopted at national, State, and local levels.

Allow me to cite a May 1934 quote of Eleanor Roosevelt which is equally applicable today. "I have moments of real terror when I think we may be losing this generation. We have got to bring these young people into the active life of the community and make them feel that they are necessary."

When Franklin and Eleanor Roosevelt came to the White House 50 years ago the Nation was in crisis. The Nation faced an economic depression and also the depression of the American spirit and a loss of hope for the future. Today we encounter a crisis similar to that of the 1930's. Our Nation faces a precarious future.

I've provided a detailed analysis which dramatically lays out for the record how bad this problem really has become. Nearly 11 million Americans are out of work, more than 40 percent of them are under 25 years of age. Teenage unemployment is higher than it's ever been for both blacks and whites. Joblessness among young people is at crisis levels and growing worse. The Bureau of Labor Statistics estimates that even if current forecasts of an economic recovery later this year are correct, as many as 30 million people could be unemployed some time in 1982, nearly half of the young people.

Official black teenage joblessness stands at 51.6 percent nationwide. According to a recent survey completed at the request of the Joint Economic Committee, minority youth unemployment has reached staggering and alarming levels in many cities. Gary, Ind., for example, has the highest minority unemployment rate in the country, 88 percent; followed by Riverside, Calif., 83 percent; Youngstown, Ohio, 80 percent; and Montgomery, Ala., 79 percent.

The most telling statistic on minority youth joblessness is the fact that today nationwide only 18 of every 100 black teenagers 16 to 19 years old has a job compared to 45 for every 100 white teenagers.

Incidentally, in 1935 Frances Bergen, Secretary of Labor, was called before the House or Senate Labor Committee and asked to provide information on the extent of youth unemployment, at the time and she testified that 3.3 million people between the ages of 18 and 30 were out of work and out of school. It's ironic that in August 1982, 3.3 million million young people between the ages of 16 and 24 are out of school and out of work.

The economic distress of the country is such that if all the published job openings were filled tomorrow, only 1 of 10 unemployed people would be put to work. And a disproportionate percentage of those still left jobless would undoubtedly be young people.

The assertion that the private sector can and will pick up the slack simply does not square with the present reality. Today there are nearly 1 million fewer employed teenagers than there were 20 months ago. The assertion for young unskilled and semiskilled workers, the harsh reality is there simply are not enough jobs to go around nor will there be for years to come.

The Roosevelt centennial youth project sees our Nation's young people as a precious resource, an investment in our future well being. The Federal Government's present policy is one of disinvestment and avoidance. The problem of youth joblessness must be acknowledged as a severe pervasive and debilitating one causing lasting economic and social harm to individuals and to society.

The Federal Government must make a fundamental, philosophical and political commitment to eliminate this national disgrace and must back it up with sufficient resources to do the job effectively. That commitment should include a guarantee to every young American of opportunities for training, work experience, and community service that will prepare them for the challenge of the work world and for their responsibilities as citizens.

In the bill before you today you have the opportunity to take a small step forward in demonstrating compassionate leadership. The American Conservation Corps envisioned by this legislation would at least keep alive a ray of hope for a small number of the millions of jobless young people. To be debating about such a small commitment when the needs are so great seems ludicrous.

Day by day the infrastructure of our cities and country countryside continues to decay and deteriorate. Month by month the social disgrace of youth joblessness mounts at an alarming rate. The marriage of needs seems obvious. Why not put the unemployed to work in a program that has demonstrated its cost effectiveness.

Thank you, Mr. Chairman.

Senator WALLOP. Thank you.

[The prepared statement of Mr. Slobig follows:]

THE ROOSEVELT CENTENNIAL YOUTH PROJECT

805 15th Street, N.W.–Suite 705
Washington, D.C. 20005
(202) 347-3310

Frank J. Slobig
Director

TESTIMONY

by

Frank J. Slobig

Project Director

The Roosevelt Centennial Youth Project

before the

Senate Subcommittee on Public Lands and Reserved Water

on

S.2061

The Public Lands Conservation, Rehabilitation and Improvement Act

Subcommittee Hearing
September 22, 1982

A Project of The Eleanor Roosevelt Institute in Cooperation with Youthwork, Inc.

Introduction

Thank you, Mr. Chairman, for the opportunity to appear before you today. My name is Frank Slobig, and I am the Director of The Roosevelt Centennial Youth Project.

The Eleanor Roosevelt Institute, deeply concerned as all Americans should be about youth unemployment throughout our country, just this past week at a Capitol Hill press conference announced the launching of a long term effort to focus attention and stimulate action on the plight of jobless young people in this country and on the importance of their constructive participation in society. In the tradition and spirit of Franklin and Eleanor Roosevelt, the Roosevelt Centennial Youth Project will strive to increase public understanding of the problem of youth unemployment to create a receptive environment for effective programs, and to promote principles and policies that should be adopted at national, state and local levels by government, business and labor, schools and human service agencies. With concern for all youth, the primary interest of the project will necessarily be for the millions of disadvantaged young people.

Allow me to cite a May, 1934 quote of Eleanor Roosevelt, which is equally applicable today.

> "I have moments of real terror when I think we may be losing this generation. We have got to bring these young people into the active life of the community and make them feel that they are necessary."

The Roosevelt Legacy

When Franklin and Eleanor Roosevelt came to the White House 50 years ago, the nation was in crisis. The Roosevelts faced not only an economic depression but also a depression of the American spirit and a loss of hope for the future. Characteristically, they aimed not only to solve the problems of the day but those of the future as well. One of the New Deal's earliest actions was to create the Civilian Conservation Corps to enlist unemployed young men in conserving our natural resources. Later, through the National Youth Administration and other programs, the productive capacity of otherwise idle young men and women was developed and deployed for the good of the nation.

This theme of productivity versus idleness was critical to recovery from the Great Depression. It carried through the war years as well, finding dramatic expression in FDR's 1944 message to Congress: "True individual freedom cannot exist without economic security and independence." He called for the passage of an Economic Bill of Rights, saying the first of these rights must be

> "...the right to a remunerative job in the industries or shops or farms or mines of the nation."

The Magnitude of the Present Problem

Today we encounter a crisis similar to that of the '30s. Our nation faces a precarious future. There are those who claim that our problems can be addressed successfully without a coordinated policy at the federal level. Whether that is true is a matter of national debate. One problem, however has become starkly clear--a Depression now exists for the youth of our nation. The attached analysis lays out dramatically how bad the problem has become.

Over ten and a half million Americans are out of work, more than 40% of whom are under 25 years of age. Teenage unemployment is higher than it has ever been, for both blacks and whites. Joblessness among young people is at crisis levels and growing worse. The teenage unemployment rate for August, 1982 stands at 24.0%. The Bureau of Labor Statistics estimates that, even if current forecasts of an economic recovery later this year are correct, as many as 30 million people could be unemployed sometime in 1982. Nearly half of the unemployed would be young people, 16-24 years old.

Black, teenage joblessness stands at 51.6% nationwide. According to a recent survey completed at the request of the Joint Economic Committee, minority youth unemployment has reached staggering and alarming levels in many cities. Gary, Indiana has the highest minority youth unemployment (88 percent), followed by Riverside, California (83 percent) Youngstown, Ohio (80 percent) and Montgomery, Alabama (79 percent).

The report also showed a large number of "discouraged workers" among youths out of work. These individuals are not officially counted as unemployed. New York City alone estimated 100,000 in this category.

The most telling statistic on minority youth joblessness, however, is the employment/population ratio, which is not included in the official monthly release of the Bureau of Labor Statistics on the employment situation. In August, 1982 only 18 of every 100 black teenagers 16-19, not in an institution, was employed, compared to 45 of every 100 white teenagers.

The economic distress of the country is such that, if all the published job openings were filled tomorrow, only one of 10 unemployed individuals would be put to work, and a disproportionate percentage of those still left jobless would undoubtedly be young people. Nobody knows when the economy will recover, nor how much the recovery will translate into new jobs. Job-intensive, bedrock industries are in deep structural trouble. The assertion that the private sector can and will pick up the slack does not square with present reality. For young, unskilled and semi-skilled workers, the harsh reality is that there simply are not enough jobs to go around, nor will there be for years to come. Even if we were able magically to cut the unemployment rate in half, there would still be millions of jobless people with no work opportunities available and a disproportionate percentage of them would be young people.

The dollar cost of unemployment is enormous. Every percentage point increase in the unemployment rate results in an estimated $25 billion in lost tax revenues and increased payments in unemployment benefits, welfare, medical costs, and food stamps. The social costs are equally staggering. The human misery caused by increased crime and mental health problems defies cost accounting.

What The Roosevelt Centennial Youth Project Stands For

We see our nation's young people as a precious resource, an investment in our future well being. We need to show our national, political, and community leaders with graphic realism how that resource is being wasted. We need to help them develop a sense of responsive compassion that will lead them to act. We need also to rekindle in the young a sense of hope, a renewed dedication to developing their own productivity, a spirit of service, and a personal commitment to building a better society.

All young Americans should have the chance to increase their motivation toward career advancement through satisfying, effective education and training, to build their character through meaningful work experience, and to develop their ethical standards through productive employment.

The federal government cannot afford to ignore the problem. It must acknowledge youth joblessness as a severe, pervasive, debilitating problem which causes lasting economic and social harm to individuals and to the country.

The federal government must make a fundamental philosophical and political commitment to eliminate this national disgrace and must back it up with sufficient resources to do the job effectively. That commitment should include a guarantee to every young American of opportunities for training, work experience, and community service that will prepare them for the challenge of the work world and for their responsibilities as citizens. This pledge at the national level should be taken as seriously as is the provision of free basic education, as a matter of individual right and societal obligation. These opportunities should be provided, while striving for a goal of full employment.

Combating the problem of youth joblessness and employability requires the skills, wills, and resources of both the public and the private sector. Truly collaborative partnerships and alliances must be forged among schools, employers, community-based organizations, labor unions, and government. Those efforts that prove to be effective should be publicized and replicated.

To deal with the problems of millions of unemployed, ill-prepared young people there is need for national leadership in education and training. Government must lead in marshalling resources. The alternative is to continue to incur rising outlays in unemployment insurance and welfare payments, diminished productivity and increased social disorder--costs which far exceed the expenses of a positive policy.

In the bill before you today, you have the opportunity to take a small step forward in demonstrating compassionate leadership. The American Conservation Corps envisioned by this legislation would at least keep alive a ray of hope for a small number of the millions of jobless young people. To be debating about such a small commitment when the needs are so great seems ludicrous. Our country's infrastructure continues to deteriorate and the social dynamite of youth joblessness mounts monthly at an alarming rate. The marriage of needs is obvious. Why not put the unemployed to work?

The Impact of the Current National Economic Recession Upon the Labor Force Status of Youth

In August 1977, Congress passed a historic piece of employment and training legislation, the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). This act was designed to combat the employment problems of young people throughout the nation, with particular emphasis upon the high levels of joblessness among economically disadvantaged and minority young people. YEDPA was passed in the wake of the extraordinarily high rates of youth unemployment during the 1975-76 period, when unemployment rates for all teenagers (16-19) ranged from 19-20% and the rate for black teenagers reached nearly 40%.

By contrast, at the present time with unemployment for all teens at 24.0% and for black teenagers at the tragic level of 51.6%, the Administration sends out warning signals about a possible veto of the employment and training bill being hammered out in conference. Ironically, the key issue seems to be whether it will be permissible to use federal funds to pay wages and allowances. At best, the outcome will signal a federal response to the employment and training needs of economically disadvantaged young people far short of meeting the demands that exist.

The following analysis is intended to highlight major trends in the labor force status of teens (16-19) throughout the nation during the past 20 months. The sharp rise in unemployment among young people and the dramatic drop in overall employment opportunities will be emphasized. This pattern will be examined in the context of the trends between 1974 and 1981.

Table I presents annual average data on the labor force status of all teens (16-19), white teens, and black teens during 1974-81 period. The data are based on the findings of the Current Population Survey, a monthly household survey conducted by the Census Bureau for the Bureau of Labor Statistics.

The findings presented in Table I reveal that the unemployment rate of teens gradually fell from its historic post-World War II peak of 20.1% in 1975 to 16.1% in 1979. Expansion of the national economy after mid-1975, combined with additional subsidized jobs created for youths under YEDPA, generated a substantial number of additional employment opportunities for youths during that period. Between 1975 and 1979, total employment of teens increased by 983,000 or 13.3%. Sharp gains in employment occurred for both white youths (13.0%) and black youths (13.1%). The expansion of overall job opportunities encouraged higher fractions of the teen population to enter the labor force. Over the four-year period between 1975 and 1979, the civilian labor force participation rate of teens rose four percentage points, from 54.1% to 58.1%. These gains in participation rates occurred for both white youths and black youths, although they were more substantial for white youths (4.5

percentage points). The improvement in the participation rate of black teens, particularly between 1975 and 1978, was important, since it represented a turnaround in a trend of declining labor force participation among black youths, particularly black males.

The poor performance of the national economy during the past two years has had a devastating effect on the employment status of teenagers throughout the nation. Between 1979 and 1981, total employment of teenagers fell by 869,000 or nearly 11%. Thus far in 1982, there has been a further drop of 308,000 in the numbers employed, an additional decline of 4.5% in less than a year. The decline has been far steeper than that which occurred during the 1974-1975 recession and represents the largest decline in teenage employment since the end of World War II. The sharp drop in employment opportunities for teens has pushed the overall teen unemployment rate up by 7.9 percentage points since 1979 from 16.1% to 24.0% at the present time. The unemployment rate would have risen more sharply if the decline in job opportunities for teenagers had not reduced their attachment to the labor force. Since 1979 the civilian labor force participation rate for all teens (16-19) has fallen from 58.1% to 54.2%.

The teenage unemployment rate has, thus, been artificially held down due to withdrawal of an increasing number of teens from active labor force behavior. The drop in civilian labor force participation rates occurred for both white youths and black youths, but was more disturbing for the latter group given the low degree of participation among black youths that prevailed during the late 1970's. By 1981, all of the gains in the participation rates of black teens that occurred from 1977 onward had been wiped out, and the black youth participation rate had practically receded to its 1976 low. During 1981 only slightly more than one in every five (21.9%) black teenagers were employed during a typical month. This represented a ten year low average employment/ population ratio for black youths throughout the nation. The present employment/population ratio for black teenagers has dropped even further to 18% compared to 44.6% for white teenagers.

Data on the labor force status of teens in the U.S. during the most recent 20 month period are presented in Table II. Similar quarterly data for the years 1974-75 are presented in Table III to allow comparisons of the effects of the current economic recession upon youth with those of the severe 1974-75 recession. The findings appearing in Table II reveal quite clearly the sharp decline in teenage employment between the first quarter of 1981 and the first eight months of 1982. The total number of employed teens fell from 7.377 million during the first quarter of 1981 to 6.463 million at the end of the first eight months of calendar year 1982. This represents a decline of 914,000 jobs for teenagers, or 12% in less than 2 years. The magnitude of this decline exceeded that which took place during the 1974-75 recession, when teenage employment fell by 543,000 or 7.2% between the first quarter of 1974 and the second quarter of 1975 and greater than the two year drop between 1979 and 1981.

The dramatic decline in teenage employment has pushed the overall teenage unemployment rate to 24% in August, 1982 and the actual number of unemployed teenagers beyond two million. Again, the official unemployment rate for teens has been held down by a reduced degree of labor force attachment. The civilian labor force participation rate for all teens (16-19) declined from 56.9% in the first quarter of 1981 to 54.2% at the end of the first eight months of calendar year 1982. By August, the unemployment rates of white and black teens had risen to 20.6% and 51.6% respectively. Both these rates were substantially in excess of those that prevailed at the bottom of the recession of 1974-75. At no time since World War II until April, 1982 did the white teenage unemployment rate reach 20%. The black youth unemployment rate, hovering around 50%, also represents a post-World War II historical high for the U.S. At no time in the past 35 years, including the depths of the 1974-75 recession, did the minority youth unemployment rate rise above 40%.

Data on the annual average unemployment rates of various subgroups of the youth population during the 1978-81 period compared to today are presented in Table IV. The findings reveal that all major subgroups of the youth population by age, sex, and racial/ethnic group have been substantially adversely affected by the deterioration in overall economic conditions. On both a relative and absolute basis, the unemployment rates of 18-19 year olds rose more than 16-17 year olds, and unemployment rates of teenaged males deteriorated more rapidly than teenaged women. No group of teens, however, was exempt from the sharp increase in unemployment that has taken place among the teenaged population in general.

Data on the unemployment rate of teens in poverty and non-poverty neighborhoods of the U.S. during the 1977-81 period are presented in Table V. The unemployment rates are presented separately for all teens and for white and minority teens. The findings indicate quite clearly that youths in both poverty and non-poverty neighborhoods were encountering far more severe unemployment problems in 1981 than they had in 1979. Youth in poverty neighborhoods, however, tend to encounter far higher unemployment rates than their peers in non-poverty neighborhoods of the nation. During 1981, the annual average unemployment rate of teens in poverty neighborhoods was 28.4% in comparison to 18.5% for teens in non-poverty neighborhoods. Black and other minority youth tend to experience unemployment rates twice as high as those of white youths in similar neighborhoods. The findings presented in Table V also reveal that youths in poverty neighborhoods have been more severely impacted by the deterioration in the national economy than youths in non-poverty neighborhoods. On both a relative and absolute percentage point basis, the unemployment rate of poverty area youths rose more rapidly than that for youths in non-poverty neighborhoods between 1979 and 1981. The data also clearly show that minorities living in non-poverty areas are still worse off than whites in poverty areas.

Summary and Conclusions

The employment situation for teenagers in the U.S. has deteriorated sharply during the past two and a half years. Employment losses have been dramatically high during recent months, with a 12% decline in overall job opportunities during the past 20 months. Unemployment rates for teenagers have reached new post-World War II record levels. As distressing as the official unemployment statistics are, they do not reveal the total picture for teenagers, since reduced participation in the labor force by teens has also taken place. Those teens who either withdraw from active labor force participation or are discouraged from entering the labor force due to slack economic conditions will not be represented among the ranks of the official count of the unemployed. Their employment problems, however, are clearly no less personally damaging or socially costly than the problems of those who are counted.

At the current time, there is no specific national policy response being considered to deal with the high and rising problems of youth unemployment, despite the fact that such problems are of greater magnitude than those of 1975-76 that led to the passage of the YEDPA legislation. Enrollment levels in national CETA programs are well below those prevailing during the late 1970's, and YEDPA programs are being scaled down and even dismantled throughout the nation. Enrollments in the 1982 Summer Youth Employment Program (SYEP) were several hundred thousand below those of the summers of 1978 and 1979. While subsidized employment opportunities may be somewhat less desirable than unsubsidized jobs for youths, there is no conceivable alternative strategy for directly, immediately, and substantially increasing employment opportunities for youths than federally supported jobs in the public and non-profit sectors. Yet, with the passing of the summer of '82 such subsidized employment is slated by the Administration to become a thing of the past.

The Summer Youth Employment Program may temporarily mask the problem. Beyond the summer, however, the magnitude of the problem will predictably persist. If the employment and training bill presently being worked on by a Conference Committee and the American Conservation Corps bill which passed the House and is pending Senate subcommittee hearings both become law, not even the status quo will be maintained regarding a federal commitment toward eliminating this national disgrace.

Now more than ever before, the employment situation of the nation's teens requires a comprehensive national policy response. The choice is one of investing now in our nation's future, or continuing to pay incalculable social and economic costs well into the future.

Table I: Labor Force Status of Youth Age 16-19 in the U.S., 1974-1981
(Annual Averages in Thousands or Percentage)

Characteristic	1974	1975	1976	1977	1978	1979	1980	1981
Total - Both Sexes								
Civilian Labor Force	8,827	8,805	8,968	9,254	9,539	9,512	9,242	8,848
Civilian Labor Force Participation Rate	54.9	54.1	54.6	56.2	58.0	58.1	56.9	55.6
Employed	7,416	7,046	7,266	7,612	7,981	7,984	7,603	7,115
Unemployed	1,411	1,768	1,701	1,641	1,558	1,528	1,640	1,733
Unemployment Rate	16.0	20.1	18.9	17.7	16.3	16.1	17.7	19.6
White - Both Sexes								
Civilian Labor Force	7,876	7,875	8,034	8,304	8,489	8,475	8,233	7,881
Civilian Labor Force Partipation Rate	57.4	56.7	57.6	59.4	61.0	61.2	60.1	59.0
Employed	6,777	6,458	6,678	7,019	7,312	7,295	6,955	6,520
Unemployed	1,099	1,416	1,356	1,285	1,177	1,180	1,278	1,361
Unemployment Rate	13.9	17.9	16.9	15.4	13.9	13.9	15.5	17.3
Black - Both Sexes								
Civilian Labor Force	839	823	820	841	907	886	863	834
Civilian Labor Force Participation Rate	39.7	38.1	36.8	37.7	40.8	39.9	38.7	37.4
Employed	546	498	497	495	557	563	530	487
Unemployed	293	324	323	346	351	323	333	346
Unemployment Rate	34.9	39.4	39.3	41.1	38.6	36.5	38.6	41.5

Table II: Employment Status of Youth Age 16-19 in the U.S. From First Quarter 1981 to August 1982
Seasonally Adjusted

	I	II	III	IV	January 1982	August 1982
Total						
Civilian Labor Force	9,124	8,982	8,702	8,629	8,643	8,503
Civilian Labor Force Participation Rate	56.9	56.3	54.8	54.8	54.2	54.2
Employed	7,377	7,256	7,073	6,788	6,771	6,463
Unemployed	1,747	1,726	1,629	1,841	1,872	2,040
Unemployment Rate	19.1	19.2	18.7	21.3	21.7	24.0
White						
Civilian Labor Force	8,124	7,974	7,792	7,664	7,665	7,429
Civilian Labor Force Partipation Rate					57.8	57.1
Employed	6,739	6,600	6,528	6,228	6,166	5,899
Unemployed	1,385	1,374	1,264	1,436	1,499	1,530
Unemployment Rate	17.0	17.2	16.2	18.7	19.6	20.6
Black and Other						
Civilian Labor Force	994	1,003	914	960	823[1]	855[1]
Civilian Labor Force Participation Rate					36.3[1]	38.1[1]
Employed	632	641	550	564	484	414
Unemployed	362	361	364	396	339	441
Unemployment Rate	36.4	36.0	39.9	41.3	41.2	51.6

[1] The data for January and August 1982 refer to black youth only.

Table III: Employment Status of Youth Age 16-19 in the U.S. by Quarter 1974-1975

Seasonally Adjusted

	1974				1975			
	I	II	III	IV	I	II	III	IV
Total								
Civilian Labor Force	8,880	8,716	8,781	8,931	8,859	8,789	8,797	8,813
Civilian Labor Force Participation Rate	55.7	54.4	55.3	54.3	54.8	54.2	54.0	53.9
Employed	7,534	7,397	7,368	7,366	7,047	6,991	7,053	7,096
Unemployed	1,346	1,319	1,413	1,565	1,812	1,798	1,745	1,717
Unemployment Rate	15.2	15.1	16.1	17.5	20.5	20.5	19.8	19.5
White								
Civilian Labor Force	7,918	7,779	7,833	7,975	7,915	7,828	7,886	7,871
Employed	6,872	6,754	6,726	6,755	6,487	6,394	6,463	6,490
Unemployed	1,046	1,025	1,107	1,220	1,428	1,434	1,423	1,381
Unemployment Rate	13.2	13.2	14.1	15.3	18.0	18.3	18.0	17.5
Black and Other								
Civilian Labor Force	963	933	945	962	948	964	933	947
Employed	670	639	632	613	571	600	596	610
Unemployed	293	294	313	349	377	364	337	337
Unemployment Rate	30.4	31.5	33.1	36.3	39.8	37.8	36.0	35.6

Table IV: Unemployment Rates of Youth Subgroups in the U.S., 1978-1981

(Annual Averages, in %)

	1978	1979	1980	1981	August 1982
Total					
16 - 19	16.3	16.1	17.7	19.4	24.0
16 - 17	19.3	18.1	20.0	21.3	25.8
18 - 19	14.1	14.6	16.1	18.3	22.6
Male					
16 - 19	15.7	15.8	18.2	20.2	25.1
16 - 17	19.1	17.9	20.4	22.2	27.3
18 - 19	13.1	14.2	16.7	18.9	23.4
Female					
16 - 19	17.0	16.3	17.2	18.7	22.8
16 - 17	19.5	18.3	19.5	20.3	24.2
18 - 19	15.3	15.0	15.6	17.7	21.7
White					
16 - 19	13.8	13.9	13.9	17.2	20.6
Black					
16 - 19	36.3	33.5	38.6	39.3	51.6
Hispanic					
16 - 19	20.6	19.1	22.5	23.5	30.1[1]

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[1] Not seasonally adjusted

Table V: Unemployment Rates of Youth in Poverty and Non-Poverty Areas of the U.S., 1977-1981 Annual Averages, in %

Poverty Areas

Youth Group	1977	1978	1979	1980	1981
Total	22.7	22.0	21.9	24.2	28.4
White	15.8	14.6	15.2	18.0	20.2
Black & Other Minorities	40.2	39.3	37.5	40.5	40.7

Non- Poverty Areas

	1977	1978	1979	1980	1981
Total	16.8	15.2	15.0	16.5	18.5
White	15.3	13.8	13.8	15.2	16.9
Black & Other Minorities	36.8	33.8	30.4	32.6	37.0

STATEMENT OF JANICE FINE, ON BEHALF OF THE UNITED STATES STUDENT ASSOCIATION AND THE FULL EMPLOYMENT ACTION COUNCIL, WASHINGTON, D.C.

Ms. FINE. I appreciate the opportunity to appear before the committee today and speak on behalf of two organizations, the United States Student Association and the Full Employment Action Council. I serve as president of the USSA which is the oldest and most active organization representing college students across the Nation. In addition I serve as a member of the National Board of the Full Employment Action Council, a coalition of over 80 trade union, civil rights, religions, student, senior citizen and other groups actively committed to realization of the goal of a job opportunity for every American. Our groups can find no more urgent social problem for this Nation to address than the chronic problem of youth unemployment.

In recent months, the number of jobless Americans has reached heights unmatched since 1934. Seventeen million people are unemployed, underemployed, or too discouraged to actively search for work and the numbers threaten to go higher. Tragically America's youth are the hardest hit by the current recession. Forty-two percent of Americans unemployed are under the age of 25. In July, the overall level of teenage unemployment reached 24.1 percent, the highest level of youth joblessness ever recorded. For black teenagers, the figures are even more desparate; 51.6 percent of the potential labor force are out of work. America's youth are this country's hope for the future but little is being done to allow young people to become active, working, and productive members of society.

While all teenagers are adversely affected by current economic policies, students are especially disadvantaged. With one hand, the Government makes drastic cuts in student aid, and with the other, fails to insure that young people and their parents have the job opportunities necessary to finance their educations. I cannot overemphasize that high unemployment is a threat to many families' dreams of a college education.

The American Conservation Corps Act of 1982, while not a panacea for our unemployment problems, is a step in the right direction. S. 2061 and H.R. 4861, passed the House by an overwhelming bipartisan majority, address the youth unemployment problem in a straightforward way—by putting youth to work on projects to benefit us all. The American Conservation Corps is not a new idea. It has its foundations in FDR's Civilian Conservation Corps and its structure in the Young Adult Conservation Corps and Youth Conservation Corps programs of the past decade. The ACC draws from the successes of its predecessors and learns from their shortcomings. The program would enroll 100,000 young men and women at the minimum wage, in 20,000 year round and 50,000 summertime positions. While the salaries are not high, I can tell you as the head of a student organization that these wages can often make a major difference in meeting tuition and living expenses.

This is not a "make work" program. The projects undertaken by the ACC are of the utmost importance with regard to conservation and the improvement of our natural resources. The United States has vast tracts of public land either going to waste or in severe disrepair. The American Conservation Corps would be instrumental in the revitalization and maintenance of these precious resources.

Projects would include conservation of forests, fish, wildlife, rangelands, soils, revitalization of urban areas, preservation of historic and cultural sites; development and maintenance of recreational areas; erosion and pest control; energy conservation and the production of renewable resources. Clearly a dollar spent on these projects would be an investment in the future of our country and its people. The positive effects the program would have on the young people it enrolls are immeasurable.

Statistics gathered on the recently defunded Young Adult Conservation Corps and the Youth Conservation Corps stress the cost effectiveness of such programs. The YACC contributed almost $1 billion worth of conservation work to our Nation's public lands during its 5-year duration. This represents a return of $1.10 on every dollar spent. The YCC was similarly beneficial. The YCC returned a $1.04 on every dollar allocated for conservation projects. State run programs have been equally successful. In New York, for example, every public dollar invested in YACC returned $2.83 worth of conservation work. Each dollar spent on YCC yielded $1.83 to society.

The United States Student Association and the Full Employment Action Council wholeheartedly support the ACC bill as a cost-effective way to address the youth unemployment problem quickly and meaningfully. The initial authorization is quite modest—$50 million for fiscal 1983 and $250 million until fiscal 1989. For this reason it is essential that the program be fully funded. There is also a provision in the bill requiring States to provide 15 percent in matching funds to help with the costs of the program. While the States can play an important role in this area, the Federal Government must provide the leadership in dealing with a major national problem. The Federal-State cooperation outlined in the bill is essential for the effectiveness of the program.

As the funding for the CETA program and for its successor program has been pared back in recent years, efforts to train young people for active participation in the work force have suffered tremendously. The ACC would help to close the gap by providing for the training of youths in the use of heavy equipment, rural and urban planning as well as many other occupations related to the conservation work undertaken by the ACC. There is a provision in the bill that would allow for certification of skills acquired during a young person's 24-month tenure on the ACC.

Since the beginning of the Reagan administration, the job outlook for our Nation's youth has not improved. In fact, it has worsened considerably. I've met people in intercities all across this Nation, people of my age who have never held a job. When the YACC and YCC programs were phased out, the Reagan administration argued that the private sector would "pick up" the workers displaced by the program's demise. This clearly has not occurred. Yet the administration seems unwilling to take any positive steps to address the problem. This bill represents such a step. The ACC enjoys wide bipartisan and coalition support. It is cost effective, and most importantly it addresses an urgent and volatile problem.

We urge the Senate to act favorably and promptly on this bill. It is a worthy investment in our land and in our youth.

Senator WALLOP. Thank you very much, Ms. Fine.

I want to welcome my colleague, Senator Melcher here, who has agreed to take over the last two panels for me, and I appreciate the cooperation I've had from the witnesses in summarizing their statements. And I assure you again that all statements will be inserted in the record in their entirety.

I would say this, that the magnitude of the problems on the horizon, the passage of this bill would help to provide hope. I think it is unfair to portray it as the threshhold of solving the problem of unemployment, or of youth unemployment. It is an important event. I think we said earlier that the argument was better stated in human terms than economic terms.

I want to thank you all for your testimony.

Senator MELCHER [presiding]. Our next panel consists of Joseph Benjamin Johnson, Susan Harjo, Bret Peters, and Gerald DiCerbo.

STATEMENT OF JOSEPH BENJAMIN JOHNSON, PRESIDENT, GRAMBLING STATE UNIVERSITY, GRAMBLING, LA.

Mr. JOHNSON. Thank you very kindly.

I want to take this opportunity to thank you for the opportunity to appear here today in support of the American Conservation Corps, and if permissible at this time I would like to submit these materials in order that they would become a part of the official record.

Senator MELCHER. Yes, it will be made part of the record.

Mr. JOHNSON. I come here today in support of this bill not because I was requested, not because someone informed me that the Conservation Corps was a good program, but because I've been a witness to the effectiveness of the Conservation Corps on our campus.

On January 5, 1981, Grambling University opened the first university-operated adult Conservation Corps Center in the United States under the auspices of the Department of the Interior. The program was a year-round, conservation-oriented program engaged in the employment and training of youths between the ages of 16 and 23. It had as its goals improvement of the campus, all 360 acres that we have, and the local community at Grambling, according to sound conservation principles, and at the same time it was designed to develop the skills of unemployed youth.

To date 122 youths are enrolled in the Young Adult Conservation Corps at Grambling University and I must say this was an experimental program and other universities in the country would not touch the program. These young people have engaged in a variety of projects which included landscape, carpentry, electrical work, plumbing, heavy equipment operation, you name it. The enrollees were also given the opportunity to take advantage of educational and cultural opportunities offered by the university.

After 2 years of this program on Grambling's campus we asked the question what were the benefits to the university, the local community and to the State of Louisiana and our answer, a development of 14 educational study sites known as our classrooms, the development of a 5-mile nature trail on the campus, the restoration of a nursery on our farm, the preparation of an amphitheater site, a campus beautification program, the development of one of the most beautiful 12-acre lakes that includes two recreational parks and the research catfish pond, city park improvement for the town of Grambling and the town of Grambling housing project beautification program.

We also asked the question, what are the benefits for the young people enrolled in the program, and our answer to that was that these young people receive special training by the YACC personnel. We also say that the job skills that were developed in the area of clerical, construction, mechanical equipment, gardening, painting, electrical, carpentry, and welding, academic training, and we found that this was the most important thing, and I would not accept a program on the campus unless these people were given an opportunity to receive some type of academic training—by extending the workday, enroll for classes at the university, providing them an opportunity to further their education.

The enrollees who have dropped out of a high school were tutored in preparation for the general educational development test known as the GED. Many of these young people were employed on the campus as positions became available. Many of them were employed by the town of Grambling, and others were employed by other agencies in the State of Louisiana.

In conclusion, I assure you that on Grambling's campus the Conservation Corps program has not been a boondoggle, it has not been a "band-aid" approach to solving unemployment problems of our country. In my opinion it has been a positive constructive program that has provided excellent services to the university community and to the State of Louisiana.

And in turn it has provided the opportunity for unemployed youth to receive workable skills that I believe will lead to betterment of these 122 people. I urge you for the youth of this country, and maybe for the survival of America, to favorably report the American Conservation Corps bill to the full Senate.

I thank you for your time and interest.

Senator MELCHER. I want to thank you for your testimony and I want to congratulate Grambling on being the first university to operate a Young Adult Conservation Corps center in this country. It's very noteworthy. It shows they're on the ball. It shows we're all impressed with Grambling's athletes. I'm impressed with Grambling's president.

Thank you very much.

[The prepared statement of Mr. Johnson follows:]

STATEMENT OF JOSEPH B. JOHNSON
PRESIDENT, GRAMBLING STATE UNIVERSITY
GRAMBLING, LOUISANA

BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES
SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER

SEPTEMBER 22, 1982

AMERICAN CONSERVATION CORPS

CHAIRMAN WALLOP, MEMBERS OF THE COMMITTEE.

I WANT TO TAKE THIS OPPORTUNITY, FIRST TO THANK YOU FOR THE OPPORTUNITY TO APPEAR HERE TODAY IN SUPPORT OF THE AMERICAN CONSERVATION CORPS BILL.

IF PERMISSIBLE, AT THIS TIME I WOULD LIKE TO SUBMIT THESE MATERIALS IN ORDER THAT THEY WILL BECOME PART OF THE OFFICIAL RECORD.

GENTLEMEN, I COME HERE TODAY IN SUPPORT OF THIS BILL, NOT BECAUSE I WAS REQUESTED, NOT BECAUSE SOMEONE INFORMED ME THAT THE CONSERVATION CORPS WAS A GOOD PROGRAM BUT BECAUSE GRAMBLING HAS BEEN A WITNESS TO THE EFFECTIVENESS OF THE CONSERVATION CORPS PROGRAM ON OUR CAMPUS.

ON JANUARY 5, 1981, GRAMBLING UNIVERSITY OPENED THE FIRST UNIVERSITY OPERATED YOUNG ADULT CONSERVATION CORPS CENTER IN THE UNITED STATES UNDER THE AUSPICES OF THE DEPARTMENT OF THE INTERIOR.

THE PROGRAM WAS A YEAR-ROUND CONSERVATION ORIENTED PROGRAM ENGAGED IN THE EMPLOYMENT AND TRAINING OF YOUTHS BETWEEN THE AGES OF 16 AND 23. IT HAD AS ITS GOAL THE IMPROVEMENT OF THE CAMPUS (ALL 380 ACRES), AND THE LOCAL COMMUNITY ACCORDING TO SOUND CONSERVATION PRINCIPLES, AND AT THE SAME TIME DEVELOPING THE SKILLS OF UNEMPLOYED YOUTH.

TO DATE, ONE HUNDRED TWENTY-TWO (122) YOUTHS HAVE ENROLLED IN YOUNG ADULT CONSERVATION CORPS (YACC) AT GRAMBLING UNIVERSITY.

THEY HAVE ENGAGED IN A VARIETY OF PROJECTS WHICH INCLUDED:

1. LANDSCAPING
2. CARPENTRY
3. ELECTRICAL WORK
4. PAINTING
5. PLUMBING
6. HEAVY EQUIPMENT OPERATOR

THE ENROLLEES WERE ALSO GIVEN THE OPPORTUNITY TO TAKE ADVANTAGE OF THE EDUCATIONAL AND CULTURAL OPPORTUNITIES OFFERED BY THE UNIVERSITY.

AFTER TWO YEARS OF THIS PROGRAN ON GRAMBLING'S CAMPUS -- WE ASKED THE QUESTION, WHAT WERE THE BENEFITS TO THE UNIVERSITY, THE LOCAL COMMUNITY AND THE STATE OF LOUISIANA? OUR ANSWER:

1. THE DEVELOPMENT OF 14 EDUCATION STUDY SITES -- KNOWN AS OUTDOOR CLASSROOMS

2. THE DEVELOPMENT OF A 5 MILE NATURE TRAIL ON THE CAMPUS

3. RESTORATION OF A NURSERY ON OUR FARM AREA

4. PREPARATION OF A AMPHITHEATER SITE

5. A CAMPUS BEAUTIFICATION PROGRAM

6. THE DEVELOPMENT OF A 12 ACRE LAKE THAT INCLUDES TWO RECREATIONAL PARKS AND A RESEARCH CATFISH POND.

7. CITY PARK IMPROVEMENT FOR THE TOWN OF GRAMBLING.

8. TOWN OF GRAMBLING HOUSING PROJECT BEAUTIFICATION PROGRAM.

WHAT WERE THE BENEFITS FOR THE YOUNG PEOPLE ENROLLED IN THE PROGRAM?

OUR ANSWER:

1. SPECIAL TRAINING BY YACC PERSONNEL TO THE ENROLLEES.

2. JOB SKILLS WERE DEVELOPED IN CLERICAL, CONSTRUCTION, MECHANICAL, EQUIPMENT CLERKS, GARDENING, PAINTING, ELECTRICAL CARPENTRY AND WELDING.

3. ACADEMIC TRAINING -- ENROLLEES, BY EXTENDING THE WORK DAY, ENROLLED FOR CLASSES AT THE UNIVERSITY, PROVIDING THEM THE OPPORTUNITY TO FURTHER THEIR EDUCATION.

4. ENROLLEES WHO HAD DROPPED OUT OF HIGH SCHOOL WERE TUTORED IN PREPARATION FOR THE GENERAL EDUCATIONAL DEVELOPMENT TEST.

5. MANY WERE EMPLOYED ON THE UNIVERSITY CAMPUS AS POSITIONS BECAME AVAILABLE.

6. EMPLOYMENT BY THE TOWN OF GRAMBLING.

7. EMPLOYMENT BY OTHER AGENCIES IN THE STATE.

IN CONCLUSION, GENTLEMEN, I ASSURE YOU THAT ON GRAMBLING'S CAMPUS, THE CONSERVATION CORPS PROGRAM HAS NOT BEEN A BOONDOGGLE, IT HAS NOT BEEN A BANDAGE APPROACH TO SOLVING THE UNEMPLOYMENT PROBLEMS OF OUR COUNTRY -- IT HAS BEEN A POSITIVE, CONSTRUCTIVE PROGRAM THAT HAS PROVIDED EXCELLENT SERVICES TO THE UNIVERSITY COMMUNITY AND THE STATE; AND IN TURN, PROVIDE THE OPPORTUNITY FOR UNEMPLOYED YOUTH TO RECEIVE WORKABLE SKILLS THAT WILL LEAD TO SELF-ACTUALIZATION OF 122 YOUNG PEOPLE WHO WOULD PROBABLY HAD BECOME DEPENDENTS ON THE STATE.

I URGE YOU, FOR THE YOUTH OF THIS COUNTRY, AND MAYBE THE SURVIVAL OF AMERICA, TO FAVORABLY REPORT OUT THE AMERICAN CONSERVATION CORPS BILL TO THE FULL COMMITTEE.

I THANK YOU FOR YOUR TIME AND INTEREST.

THE YOUNG ADULT CONSERVATION CORPS
January 5, 1981-June 30, 1982

UNITED STATES
YOUNG ADULT CONSERVATION CORPS

Grambling State University
Joseph B. Johnson, President
Grambling, Louisiana

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THE YOUNG ADULT CONSERVATION CORPS
January 5, 1981-June 30, 1982

On January 5, 1981, Grambling State University opened the first university operated Young Adult Conservation Corps (YACC) Center in the United States. The Grambling State University YACC Center is a year-round conservation-oriented program engaged in the employment and training of youths between the ages of 16 and 23. It has as its goal the improvement of the campus and community according to sound conservation principles, and at the same time developing the skills of unemployed youths.

To date one hundred twenty-seven (127) youths, forty-four (44) females and eighty-three (83) males, have enrolled in YACC at Grambling State University. They have engaged in a variety of projects which include landscaping, carpentry, electrical work, painting, plumbing, the development of an outdoor classroom, cross-country running paths, a lake, and a nature trail. The enrollees have also found time to take advantage of the educational and cultural opportunities offered by the university.

Benefits to Grambling State University and the State of Louisiana

Projects completed by YACC that directly benefit Grambling State University and the State of Louisiana are described below:

Development of an Outdoor Classroom
- --Fourteen (14) educational study sites have been prepared for use by University students enrolled in Natural Science, Health, Physical Education and Recreation programs.

Development of a Five Mile Nature Trail
- --The trail has been cleared, graded, and the stumps removed
- --Signs have been placed to identify study sites for the Outdoor Classroom
- --Signs have been erected to identify 12 exercise stations
- --Three (3) elevated walkways have been constructed.

Restoration of the Nursery Area.

Preparation of Amphitheater Site.

Park Organization and Maintenance.

Campus Beautification
- --The camp headquarters have been renovated using enrollees' skills for carpentry, electrical and paint work. (Work was done during inclement weather).
- --Planting and caring for flowers and shrubs have used the skills of ten (10) corpsmen.

Development of Lake Area
- --A 30 acre plot of unused farm and grazing land was developed to include a 12 acre lake with a fishing pier, a research buoy, a boat launch, and a 200 yard long sandy beach landscaped with palm shrubs; a three (3) acre pond with fishing piers; and two recreational parks equipped with park benches and decorated with ornamental shrubs. The entire 30 acre area has been fenced in for security purposes and has been enhanced aesthetically by sodding designated areas with grass, transplanting deciduous and evergreen trees in strategic locations, and landscaping the park environs.

City Park Improvement

- --Constructed fence around city park, landscaped it, planted grass and flower beds.

Grambling Housing Project Beautificatio

Planted flower beds, grass and set out shrubbery.

Personal Benefits to the One Hundred Twenty-Seven (127) Louisiana Youths

YACC has contributed significantly to the welfare of its 127 corpsmen. Their major personal benefits are identified below:

Financial Benefits
- --To date the 127 youths (previously unemployed) have

earned $230,995.95 and contributed 39,516 man-hours of work.

Educational Benefits

--Special training by YACC personnel

Three (3) enrollees spent three (3) days at the Young Adult Conservation Corps Center, Sulphur, Oklahoma, receiving training in office work.

Seven (7) enrollees spent two weeks at the Young Adult Conservation Corps Center, Chickasha, Oklahoma, receiving training in the use of heavy equipment.

--Job skills developed by enrollees via YACC Projects are identified by the following titles: Clerical Worker, Construction Worker, Mechanic, Equipment Clerk, Gardener, Painter, Electrician, Carpenter, and Welder.

--Academic training

Eleven (11) enrollees, by extending the work day, enrolled for classes at Grambling State University.

Nine (9) enrollees were tutored in preparation for the General Educational Development (GED) Test.

THE YOUNG ADULT CONSERVATION CORPS
(YACC)
January 5, 1981-June 30, 1982

Payne Montgomery. . . .	Program Director
Curtis Young	Work Coordinator
John Freeman	Crewleader
Johnny Buggs	Crewleader
Herschell Fowler	Crewleader
Arlynne L. Cheers . . .	Program Liaison

Date Submitted . . . . July 1982

GRAMBLING STATE UNIVERSITY

Grambling State University seeks to prepare its students for effective living in an ever changing world. Successful living in this service requires both a broad, general education and specialized knowledge designed to accommodate a student's aptitudes and interests that will lead to proficiency in certain occupations.

The original purposes of the institution were to teach people how to make a living, to improve methods of farming, to prepare and preserve foods, to improve health and sanitary conditions, to buy land and build homes and to live well with other persons. Eighty-one years after its founding, Grambling State University is aware of its public service obligation and includes within its mission the goal of providing opportunities to raise standards of living and relieve human suffering. For that reason Grambling State University is ideally suited to administer youth programs on more than one level. Current institutional facilities, curricula and social/cultural activities, with few modifications can be used to provide youth with job training in the context of a broader educational experience.

CAREER-ORIENTED CURRICULA

Grambling State University can provide many avenues for job training for youth programs. Although existing curricula are planned for University students, with modifications that will include downward extensions, pre-college training can be offered for jobs in a variety of fields. Additional curricula designed to offer training for other career fields can be developed as the needs arise.

Listed below are some of the existing programs which can easily provide training for aides, technicians and other types of entry-level jobs.

Curriculum	Potential Job Areas
Aging	Employees for Nursing and Professional Home Care
Computer Science	Key Punch Operators
Criminal Justice	Law Enforcement Officers
Environmental Science Studies (with assistance provided by the U.S. Department of Fish and Wildlife - D'Arbonne Refuge)	Aquatic Technicians Agronomist Technicians Landscape Design Technicians Greenhouse Technicians Waste Water Technicians
General Clerical	Typists and Clerks
Industrial Technology	
Building Construction	Building Construction Technicians, Carpenters, Plumbers and Painters
Electronics	Instrumentation Workers
Mechanical Technology	Workers in Hydraulics, Diesels and Small Gas Engines
Institution Management/ Home Economics	Food Service Workers
Recreation	Employees in Parks, Playgrounds and Recreation Centers
Radio/Television	Radio/TV Technicians
Teacher Education (all levels)	Teacher Aides, Employees for Nursery Schools and Day Care Centers

AVAILABLE PHYSICAL FACILITIES

The physical plant of Grambling State University occupies an area of approximately 340 acres. There are 50 permanent buildings with a combined value of $37,000,000.

Within the central campus are located seven residence hall for men students and eight halls for women. Housing accommodations for enrollees of youth programs could be provided in these residence halls, with only such modifications as are necessary to accommodate the lower maturity level of pre-college individuals.

The University health center located on the south side of the campus, affords a registered nurse, a university physician, and provisions for the care of fifty patients with minor illnesses.

The dining hall, recently constructed, is a modern air-conditioned structure with curtain walls of plate glass and porcelain enameled panels. It has a seating capacity of 1,500.

The laundry is located on the west side of the campus. It is a one-story brick building with coin-operated machines sufficient to accommodate current needs.

The industrial education and technology building is an impressive brick structure which provides modern laboratories, shops and classrooms for plumbing, welding, drafting, woodwork, metal work, electronics, refrigeration and auto mechanics.

The home economics/institution management building is a three-wing structure. The main wing is a two-storied section which houses offices, foods laboratories, clothing laboratories, and classrooms. The institution management wing has the institution-type kitchen, walk-in storage space, cafeteria-type serving counter and an auditorium/dining room.

The outdoor classroom laboratory was developed on a 30 acre plot of unused farm and grazing land. Fourteen (14) educational study sites, an instruction pavillion, a 12 acre lake with a fishing pier and research buoy, and a four-acre catfish pond are now available for student use.

SOCIAL/CULTURAL ACTIVITIES

Convocations and lyceum programs represent major vehicles for social/cultural development. Guest speakers are presented at convocations throughout each academic year. The convocations are designed to foster leadership ability and educational development.

Lyceum programs consist of guest concert artist, special lectures, dramatic and musical offerings of the University including intercollegiate exchange presentations.

Grambling State University
Grambling, Louisiana 71245

YOUNG ADULT CONSERVATION CORPS
P. O. DRAWER AA
(318) 247-8871 Ext 606

Evaluation of the Young Adult Conservation Corps' Enrollees

Employed	59
Attending School	26
No Current Information Available	37
Total Enrolled	122

Grambling State University
Grambling, Louisiana 71245

YOUNG ADULT CONSERVATION CORPS
P. O. DRAWER AA
(318) 247-8871 Ext 508

Current Employment	Number
Service Station Worker	5
College / School	26
U.S. Army & Marine	6
Out-of-State Job	6
G.S.U. Worker	7
Hauling Logs	2
Construction Co.	4
Coke Co.	1
Nursing Home Worker	3
Ruston State School	2
Waitress	1
Phone Co.	1
Lincoln Roofing	1
Working with Parent	1
Carpet Co.	1
Broadcasting/T.V.	1
Asst. Mge: Burger King	1
Robertson Lumber	1
Louisiana Conservation Corps	11
Church Work	1
Lincoln Paving Co.	1
Potting Factory Dubach	1
Grocery Store Worker	1
No Current Information Available	37

STATEMENT OF SUSAN SHOWN HARJO, LEGISLATIVE LIAISON, NATIVE AMERICAN RIGHTS FUND, WASHINGTON, D.C.

Ms. HARJO. Very simply we support this legislation and we support the consensus bill as it has passed in the House.

The experience with YCC and YACC has proved most positive. On page 3 of my prepared testimony which I hope will be included in the record——

Senator MELCHER. it will be.

Ms. HARJO. It points out one particular program, in 1977–78, a YACC project in Port Gamble, Wash., resulted in tagging of 1.6 million salmon which aided conservation efforts for the salmon population as well as enhancing the economies of the Indian tribes and the entire Pacific Northwest salmon industry. And the initial investment was just over $30,000 in staff and enrollee salaries yet it yielded work that was federally appraised at just under $1 million which did not include the direct and indirect marketplace value of the project.

This legislation presents this type of investment opportunity on other reservations. The experience has been similar in carrying out low-priority work.

I was quite surprised the example I just provided is certainly not low priority given the fact that salmon are the buffalo of the Pacific Northwest, and much of the economy of that part of the country is dependent on the salmon industry.

Other kinds of low-priority work took place on the Standing Rock Reservation, and I'm sorry the witness from Standing Rock was unable to be in town today but has provided testimony for the record.

It discusses some of the projects that took place in their area including the planting of trees and shrubs that prevented the accumulation of snow on the roadways in that part of the country and the eventual, with the spring thaw, washing out of those roads as well as building structures in the neighboring non-Indian communities and sidewalks for towns in North and South Dakota.

The kinds of programs that are possible under the American Conservation Corps are very positive in Indian country, not only for the employment aspect which I feel I would be preaching to the choir if I tell you Senator Melcher, the problems in Indian country, because you are in the forefront of addressing many of them including your vigorous efforts to address the oil thefts in Mr. Wallop's State on Indian lands. We needn't go through the litany of Indian people being on the bottom of the social and economic indicators. We are the disadvantaged that have been discussed today. Some people have objected to the term "disadvantaged." We object to condition disadvantaged and would hope that the committee would accept the term and do something about the condition and take this even though it is what has been characterized as a drop-in-the-bucket effort, take this as a welcome drop in a very dry bucket.

Should there be any additional moulding of this legislation beyond the consensus bill that has passed in the House, we would hope that this bill would maintain the distinction between public lands and Indian lands which are, of course privately owned lands held in trust by the United States, presumably for the benefit of Indian people. And we would hope that the funding level is maintained and that the minimum wage aspect is maintained.

We feel that this program contemplates important work and that people should be compensated adequately for important work conducted and not compensated under subminimum wage level. This is an emergency situation.

I have included in my testimony some of the statistics regarding Indian employment today. We are told that in many reservations the youth unemployment is as high as 95 percent. We are looking at single digit employment in much of Indian country. Emergency situations require emergency measures and despite strict rules of Congress and budget waivers that must be got and the like, we hope that an emergency effort can be made to pass this act. Thank you.

[The prepared statement of Ms. Harjo follows:]

Native American Rights Fund

STATEMENT OF SUZAN SHOWN HARJO, LEGISLATIVE LIAISON, NATIVE AMERICAN RIGHTS FUND, ON S. 2061, PUBLIC LANDS CONSERVATION, REHABILITATION & IMPROVEMENT ACT, BEFORE THE ENERGY AND NATURAL RESOURCES SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER, UNITED STATES SENATE, WASHINGTON, D.C., SEPTEMBER 22, 1982

Mr. Chairman and Members of the Subcommittee, I thank you for the opportunity to present testimony on S. 2061, the Public Lands Conservation, Rehabilitation and Improvement Act. My name is Suzan Shown Harjo. I am Cheyenne and Creek, with citizenry in the Cheyenne and Arapaho Tribes of Oklahoma. I serve as Legislative Liaison in the Washington Office of the Native American Rights Fund, a non-profit, national Indian legal organization, with headquarters in Boulder, Colorado. Over its eleven-year existence, the Native American Rights Fund has represented over 200 American Indian and Alaska Native governments and organizations, as well as numerous individuals, in litigation and before Congress. S. 2061, as written, is consistent with our goals and priorities, which are: 1) the preservation of tribal existence, 2) the protection of tribal resources, 3) the promotion of human rights, 4) the accountability of governments and 5) the development of Indian law.

S. 2061 has the support of Indian tribes and organizations throughout the country. It is a modest, cost-effective and common-sense approach to many of today's problems regarding high unemployment among America's young people and the need to conserve, reclaim and maintain our resources. As Secretary-Treasurer of the Human Environment Center, I fully concur in the statement of our Director, Syd Howe, who has done such outstanding work in the areas addressed by this legislation. We fully support this legislation in its House-passed form, H.R. 4861, the American Conservation Corps Act, and urge this Subcommittee to favorably report a conforming measure that will maintain the minimum-wage requirement and the $50 million funding level.

As many members of this Subcommittee know, the Indian people, on average, have the lowest per capita income, the shortest lives, the highest suicide and alcoholism rates, the worst health and housing conditions, the lowest educational attainment and the highest unemployment rate of any people in the United States. Current economic conditions nationwide and erosive budgetary cut-backs in federal Indian employment programs have resulted in an unemployment rate on Indian reservations that averages 49%, with the jobless rate reaching as high as 85% in some tribes and Indian communities. Indian youth unemployment on some reservations is as high as 95%.

Indian people are among the "disadvantaged" population that would be aided by this legislation. The Administration maintains, while opposing the bill as a drop-in-the-bucket effort, that the "disadvantaged" are not adequately addressed, and there are those who would set aside the minimum-wage aspect of the legislation. Yes, this is a minimal bill, in light of the overwhelming need throughout the country, but a drop in a dry bucket is always welcome. This effort should not be dismissed on the basis that it does not aid the "disadvantaged" enough. It is better that we receive some assistance than none at all. Those who would look after the interest of the "disadvantaged" might be better advocates if they were to focus on the minimum-wage aspect, rather than concentrating on no work or work for a sub-minimum salary.

Many Indian tribes have sufficient resources to lift themselves from poverty, and are engaged in efforts to remove barriers in the path toward economic development and to undo the damage done by poor federal management of the Indian trust estate. This legislation is consistent with past mandates of Congress toward this end, such as the Indian Self-Determination and Education Assistance Act, and would reinforce and further the practical application of such other recent laws as the Northwest Salmon Enhancement Act and the Archaeological Resources Protection Act.

This legislation would assist Indian tribes in forestry management, tourism facilities and roads mainenance, land reclamation, protection of cultural sites and conservation of renewable natural resources. Few federal funds, if any, are targeted for these efforts, at present.

This legislation combines the best of the YCC and YACC programs, which proved beneficial to Indian tribes and their neighbors, Indian youth and resources in the past. One of these, a late-1970s YACC project at Port Gamble, Washington, for example, resulted in the tagging of 1.6 million salmon, which aided the conservation efforts for the salmon population and enhanced the economies of the Indian tribes and the entire Pacific Northwest salmon industry. This investment of $33,000 in staff and enrollee salaries yielded work that was federally appraised at $960,000, which figure does not include the direct and indirect marketplace value of the project. This legislation presents this type of investment opportunity.

This legislation is needed by Indian people in reservation and urban areas, not simply for the limited period of employment provided, but for the education, training and hope for the future that is its potential.

Senator MELCHER. The 5 percent would be earmarked for Indian youth and adults. On the first year, the fiscal year of $50 million, do you recall what it was? Do you know?

Well it's been a couple of years since it was funded.

Ms. HARJO. The administration witnesses also testified earlier today, Senator Melcher, that there are programs within the administration to serve the disadvantaged and to do much of what this bill would contemplate. There are no programs that would do what this bill would contemplate and if there are five Indians involved in those programs mentioned by the administration witnesses I would be very surprised, and we certainly are among those called disadvantaged.

Senator MELCHER. If there was anything available of this nature now for Indians I certainly haven't found it. Not only in the budget, I haven't found it in the real world either.

This bill authorizes $50 million for fiscal year 1983, $250 million for each subsequent year. Apparently the $50 million authorization is for fiscal year 1983, is higher than what the appropriation had been for several years. I think in the seventies when you're talking about the tagging of the salmon, the appropriation was significantly higher.

This program simply hasn't been funded. I'm talking about the extinct program now, YACC and the YCC. Were they combined, were they funded much differently than what we were talking about? Well they were funded differently.

Is this a direct funding out of the oil and gas revenues and timber, or is it just appropriation process?

[Discussion of the record.]

Senator MELCHER. The 5 percent is probably about the right percentage for earmarking the Indian youth.

Ms. HARJO. We're certainly satisfied.

Senator MELCHER. Thank you very much.

STATEMENT OF BRET B. PETERS, YOUTH ALUMNUS, YOUTH CONSERVATION CORPS, McLEAN, VA.

Mr. PETERS. Mr. Chairman and members of the committee, I appreciate the opportunity to testify on the proposal to establish an American Conservation Corps.

My name is Bret Peters, I'm a 17-year-old senior at Langley High School in McLean, Va. This past summer I had the opportunity to work as one of 20 members of the Youth Conservation Corps at the Great Falls Park Camp in Virginia, under the supervision of the National Park Service.

The YCC's main duty at the park was to perform various conservation projects, and to help to preserve and protect the natural and cultural resources of the park. This included such jobs as rerouting and maintaining trails, helping with minor building maintenance, constructing bridges, painting trash cans and signs, and picking up trash. Not only did this work improve the park, but it has benefited the visitors to the park as well.

I personally gained a great deal from the experience. Not only did I find great pride and develop a feeling of personal fulfillment from the job, but I learned to respect and appreciate the beauty of nature and the outdoors. I also greatly increased my physical fitness, and my knowledge of various skills and the use of many different tools.

Everyone in the group benefited from the summer. Youth of different social-economic backgrounds and ethnic groups met each other, learned to work together toward common goals, and formed many new relationships. Several of the workers were physically handicapped, and everyone learned to appreciate the difficulties of everyday living faced by handicapped people.

I believe that these bills would help establish an American Conservation Corps which, like the YCC, would provide such educational jobs as I have described here today. I hope that you will support these bills so that other young people throughout the country will have chances to benefit as I did from such a fine program.

I would also like to comment that the 8-hour days we worked kept us off the streets and gave us something constructive to do. It helped us with self-discipline, it helped us learn limits. By the time the day was over, we were worn out, went home, and came back the next day ready for work.

Senator MELCHER. That's great testimony.

I have a question, did you feel or any of the rest of the 20 members of the group you worked with, feel that you were just doing something to be doing it or do you feel it was work that needed to be done?

Mr. PETERS. We took great pride in what we did, especially in the larger projects, the building of bridges, but we also realized the need for the minor tasks as well and appreciated, learned to appreciate, that what we did was needed to benefit everybody.

Senator MELCHER. In other words, you felt it was not only necessary to be involved in the bridge construction, you also thought it was necessary to clean up the trash?

Mr. PETERS. Yes, sir.

Senator MELCHER. That is something that needs and should be done, and must be done.

Mr. PETERS. That is correct.

Senator MELCHER. Thank you very much.

STATEMENT OF GERALD DiCERBO, ENVIRONMENTAL STUDY CENTER, STATE UNIVERSITY OF NEW YORK AT BUFFALO, BUFFALO, N.Y.

Mr. DiCERBO. My name is Gerald DiCerbo and I have recently completed by my doctorate in political science at the State University of New York at Buffalo.

Before I begin, I would like to thank the chairman of this committee for giving me the opportunity to testify today on the American Conservation Corps.

Mr. Chairman, I would like to begin my testimony by discussing my experience with another youth program, the Youth Conservation Corps. For the past 4 years I have spent a great deal of time evaluating the YCC. I've written my doctoral dissertation on the YCC. During this time I traveled to over 60 camps, interviewed approximately 200 staff and enrollees, and was part of a team that completed one of the most comprehensive evaluations of this program ever undertaken. This evaluation involved over 1,000 staff and approximately 6,500 enrollees. More than 400 questions were answered for each of the 270 camps in this survey. The questions ranged from the quality of the food to the overall quality of the program.

One clear indication from all of these measures was the favorable ratings that both the staff and the enrollees gave. When the enrollees were asked to sum up the quality of their overall experience, 74 percent said that it was one of the best experiences of their life. When the staff was asked the same question, 84 percent responded in the same way.

When all of these measures were examined, it appears that, for most who participate, the YCC is both a rewarding and a successful program.

This study, which was completed only last year, represents a long tradition of research on this program by such other institutions as the Survey Research Center, at the University of Michigan and by Colorado State University. The results of these earlier evaluations were also very supportive of this program.

However, beyond these numbers, Mr. Chairman, after traveling to many of these camps and experiencing firsthand how they work, all the figures cannot convey the sense of accomplishment, of achievement, of confidence, friendships, personal growth that these young people experience. These camps not only give a good return on every dollar spent, they go beyond, and take the first step in developing the greatest resource of this country, our youth. This, Mr. Chairman was the most significant finding of my 4 years of research with this program.

From my understanding of the American Conservation Corps, I firmly believe that this program too has the ingredients to be as successful as the Youth Conservation Corps. It would be a great disservice not only to the young people of this country, but to this country as a whole now and especially in the future if the American Conservation Corps is not passed. Thank you, Mr. Chairman and the rest of this committee for giving me the opportunity to testify today.

Senator **Melcher**. Thank you very much.

Do you have your doctorate yet?

Mr. **DiCerbo**. In February.

Senator **Melcher**. Thank you very much. I happen to agree with you. These are not current costs, they're current investments. I don't understand people, I could have some feeling for some younger people such as yourself or Bret or even President Johnson, but I just don't know how anybody as old as I am can't remember that these things need to be done. If you don't do them you slip backward. The young people who do them, who are available to do them, that's the investment we get dollarwise.

I want to thank all of you for your testimony.

Our next panel is Kevin Connors, county coordinator, Dane County Soil and Water Conservation District, Madison, Wis.; and Theresa Miles, alumnus of Young Adult Conservation Corps, Washington, D.C.

STATEMENT OF KEVIN CONNORS, COUNTY CONSERVATIONIST, DANE COUNTY SOIL AND WATER CONSERVATION DISTRICT, MADISON, WIS.

Mr. CONNORS. Good afternoon, Senator Melcher and other members of the committee.

My name is Kevin Connors, I'm from the Dane County Soil and Water Conservation District from Madison, Wis. And my areas of responsibility as far as working for the county is to assist the Dane County Land Conservation Committee in carrying out its mission to promote and manage projects which conserve soil and water resources.

I've been asked to testify before this committee by the Wisconsin Conservation Work Projects Board, to tell you firsthand what we did with the Young Adult Conservation Corps program when we had it in our county.

I was the project manager for the Dane County YACC program which operated for roughly about 2 fiscal years. And in Dane County we have several hundred miles of streams that are critically eroding to the point where we are increasing downstream flood damage and increasing or ruining valuable cropland and destroying valuable fisheries. And what the Dade County Land Conservation Committee with this—three areas of education, financial assistance, and technical assistance. When we reviewed this YACC program as it came out of legislation in 1978, we saw that the YACC program could accomplish all three objectives. So we applied for funding and we received it.

When the YACC program did come into being we used it on lands that had access to the public, and the amount of work that we accomplished has never been accomplished in such a short time both before the program had started and even today. We had never accomplished the amount of miles—stream adequately protected.

I was just told by the fish and game manager the other day that during trout studies by the Department of Natural Resources, there were several miles of the area that we had protected several years ago, we are increasing and improving the trout habitat to the point where we are getting some brook trout, and if you know anything about brook trout, it requires a very cold, fast flowing and high quality water. DNR in our State had never planned brook trout in those streams. Before that we've had brown trout which can handle warmer water and little bit more dirtier water, but we are getting back a remnant of brook trout which shows an improved water quality.

As far as some of the other YACC members, we have now days gone into and gotten people that have gone on to further their careers, whether it be going to college which they have decided that going through the YACC program that college was their next choice. We have enrollees that have gone into the carpetlaying business and they've gone into sales clerk positions and they've gone into business for themselves, and they all directly attribute their future or their new careers as a result of the YACC program. We have a lot of people that when they went out and applied for jobs we had a lot of perspective employers that called me up and asked me what kind of an individual they were, and I told them what our personnel file had on them. I also indicated to them what the program was about.

The work rules that we had, the criteria that we used for evaluating these employees and by and large most of the employers were very impressed and the enrollees had gotten a decent chance for getting a good job.

One of the questions that had been addressed earlier in this hearing by members of the committee was about the economic incentive or the economic value attributed to these work projects. And I might have unknowingly had some contribution toward determining those monetary values. However, I can only relate to you what we did in Dane County. We came up with the value of the projects that it accomplished, we used numbers that were available in the USDA soil conservation service technical guide section 5. In that section they must be work products by units, whether it be acres of timber improvement, miles of fence or thousands of trees planted. We have a work unit within an average cost for each identifiable work unit, and I can honestly say that had it not been for the Young Adult Conservation Corps program we would not have been able to combine State resources, county resources, voluntary resources, to accomplish nowhere near half the amount of work that we accomplished in the 2 short years.

[The prepared statement of Mr. Connors follows:]

TESTIMONY BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
OF THE
SENATE ENERGY AND NATURAL RESOURCES COMMITTEE
ON
AMERICAN CONSERVATION CORPS
ACT OF 1982
(HOUSE-PASSED HR-4861 AND S-2061)

Sen. Malcolm Wallop, Chairman

September 22, 1982

Kevin Connors,
County Conservationist
Dane County Land Conservation
57 Fairgrounds Drive
Madison, Wisconsin 53713
Phone: 608/266-4757

Good afternoon, gentlemen and members of the Senate. I wish to extend to you greetings from Dane County Executive, Jonathan Barry and Mary Weisensel, Chairman of the Agriculture, Zoning and the Environment Committee.

My name is Kevin Connors, County Conservationist for the Dane County Land Conservation Committee (LCC). My area of responsibility is to assist the Dane County Land Conservation Committee in carrying out its mission to promote and manage projects which conserve soil and water resources.

I have been asked to testify before the subcommittee on Public Lands and Reserved Water regarding the American Conservation Corps Act of 1982 by the Wisconsin Conservation Work Projects Board. (WCWPB)

I was a project manager for a Young Adult Conservation Corps program in Dane County. Some of my duties as project manager included personnel management, financial management, scheduling, coordination between agencies and programs. I come to you with having experience in managing the day to day activities of a program and having achieved success with it.

Dane County has several areas of concern relating to erosion control and water quality. In Dane County, there are 450 miles of streams. Sample water quality studies have shown that there are 23.5 miles that are severely eroding, destroying valuable cropland and deterring adequate drainage which increases flooding, which thereby degrades water quality. In one township alone, this excessive erosion from streams may well be delivering 230 tons of sediment per year.

Protection of streambanks from livestock grazing and their stabilization would reduce the sediment load to streams and lakes in

Dane County and consequently benefit the fisheries and improve water quality.

The Dane County Land Conservation Committee has several objectives in accomplishing its number one goal - to get conservation on the land. These techniques are education, financial and technical assistance.

EDUCATION: The Land Conservation Committee recognizes that in order for conservation to be practiced, the landowner, renter and general public needs to be aware of the problems and their solutions.

For example, the Six Mile-Pheasant Branch Watershed in Dane County, a 90 square mile area is about 18% urban and the remainder rural. The average annual sediment delivery to Lake Mendota is 16 to 20 dump truck loads per day. This excessive erosion is attributed to cropland, streambank erosion and urban construction.

FINANCIAL ASSISTANCE: The Land Conservation Committee is one of the first counties in the State of Wisconsin to administer its own cost-sharing program. The purpose of this program is to supplement other more aggressive cost-sharing programs; primarily, the ASCS-Agricultural Conservation Program (ACP). The County program also provides cost-sharing on those practices that are considered to be local priority resource concerns to Dane County. Other cost-sharing programs currently being utilized in Dane County are PL-566 Upper Sugar River Watershed, Six Mile-Pheasant Branch Wisconsin Fund Priority Watershed, local priority watershed, Conservation Aides and are currently being considered for a USDA Target Area program.

TECHNICAL ASSISTANCE: Dane County employs a staff of a County Conservationist, two technicians and a secretary. These resource people compliment the staff provided by the USDA-Soil Conservation Service in providing technical assistance to landowners and municipalities in applying conservation practices.

When the Young Adult Conservation Corps program came along in 1978, Dane County reviewed the program as a means to accomplish its goal - getting conservation on the land. The YACC program provided funds for labor intensive conservation projects. We saw this program as an acceleration program that fit in with our immediate objectives of education, technical and financial assistance.

The major emphasis of the YACC program as it operated in Dane County was to work on streams that the public had access to. For a fee of one dollar, the land was leased for twenty years from cooperating landowners. The lease stipulated that the public has access to the streams for lawful purposes. In return, the landowner would allow his stream to be fenced and if necessary, cattle crossings or cattle access areas would be installed.

In running the work project, we received support and assistance from many areas. We received financial support from the County and Department of Natural Resources in buying supplies for streambank protection such as wire, posts, staples, rock and machinery rental.

Volunteer conservation organizations such as the Dane County Conservation League supplied tools, machinery and miscellaneous supplies. We received widespread community acceptance, towards the program for what it was and what it accomplished.

We concentrated our efforts in the Upper Sugar River Watershed where we could get the largest return in conservation accomplishments. A group of landowners formed the Upper Sugar River Watershed Association. The main purpose of this new organization was to further the cause of soil and water conservation.

The YACC crew designed and constructed Welcome Upper Sugar River Watershed signs. The signs, placed by the Directors of the Watershed Association along major highways, continue to welcome visitors and residents alike to the area. These signs help to instill a conservation ethic and awareness to the general public.

Through the efforts of our YACC crew, 5 miles of stream were protected from grazing and erosion, 7 cattle crossings and 2 cattle access areas were installed in the watershed.

The YACC program in Dane County contributed towards the three major objectives of the Land Conservation Committee to achieve its mission of assisting farmers, landowners and municipalities in applying soil and water conservation practices on the land that prevent or reduce soil erosion, to maintain soil productivity and prevent water quality problems that result from non-point sources.

This work could not have been done without a great effort from the YACC enrollees.

Our people came from a varied background. The individuals were all carefully screened to fit program requirements by Job Service. Once hired, job orientation was covered by myself and the crewleader to acquaint the enrollee with the work rules and job responsibilities. Periodically, we would have a show and tell session which was part of enrollee education.

At each show and tell session, resource professionals (foresters, conservationists, fish managers) would explain to the enrollees the background of the resource problems and their solutions. Through these sessions, the enrollees were able to see first-hand the long-term benefit that their labors would achieve.

The enrollees in our program came from a variety of backgrounds and personal achievements. The educational levels ranged from the high school dropouts to those with a few years of college.

Physical limitations on one particular enrollee made his prospect of obtaining a job marginal at best. His medical history revealed that he was an epileptic, hearing impaired and blind in one eye. Larry's job performance was exceptional. His determination to overcome his handicap helped him to take even greater pride in his work.

It has been virtually impossible for me to keep track of all the enrollees after they left the program. However, I do know that some have obtained more permanent jobs such as mechanic, laborer, bus driver, school counselor and sales clerk. Others have seen fit to further their education while one individual has gone into business for himself installing floor coverings.

Dane County appreciated the efforts and results of the YACC Program. Several miles of fencing and streambank protection were done by the program that may very well not be completed today without this program.

I, myself, am a friend of the program. Through my experience of before, during and after the YACC Program, it was apparent that a labor intensive conservation program can assist in the goal of making our waters swimmable and fishable.

The enrollees achieved a sense of pride and personal satisfaction in having contributed towards the cause of maintaining and enhancing our environmental resources. In several years, the individuals may go back to the job sites and survey the stabilized streambanks and improved water quality in the Upper Sugar River Watershed.

Senator MELCHER. That's pretty good. This work needed to be done, and as near as you can tell the cost was cut in doing the work.

Mr. CONNORS. Yes.

Senator MELCHER. That demonstrates a point. Do I read your testimony to indicate that you got some volunteer work?

Mr. CONNORS. I wanted to include that to stress the point that by coordinating through and funneling through the Young Adult Conservation Corps program, we achieved volunteer work from conservation groups, associations, we had utilized cost-sharing programs administered by Dane County, we had utilized State funds that separately we would have been unable to accomplish any identifiable, or I shouldn't say any, any appreciable amount of identifiable work products.

Senator MELCHER. I think this bears out the point that President Reagan has been trying to make, that when you start doing things you find all sorts of ways, of people going to contribute. And I think maybe the point has been missed by his advisers, is that when you start doing something in a constructive way in a community, you do find that happens. The point is where is the catalyst and this is one of the catalysts.

I would hope that some of the advisers of the President would earmark your testimony to draw it to his attention because I think sometimes the President misses a point entirely or the advisers miss a point entirely in removing a lot of the catalysts from America's countryside. They're not just ending programs, they're ending real opportunities to doing the very thing that he's been preaching. I use that word "preaching" emphatically, because that's how I hear it on what the communities can do on a voluntary system and a voluntary method, and this is one of the catalysts that bring that about.

I know just exactly what you're talking about. You get somebody to donate tobacco, did they donate tobacco?

Mr. CONNORS. We had several landowners donate their equipment and their time. Tractors and wagons for transporting the spools of wire and the posts, and helping transport the kids from the road.

Senator MELCHER. Some of those tractors, if you had to rent them out by the hour it costs about what 10 of those youngsters got per hour, isn't that correct?

Mr. CONNORS. Yes.

Senator MELCHER. That's the whole point. You have young people involved in doing something and you attract community cooperation and community voluntary participation. The point the President makes is all right, but he doesn't realize what's being taken away in order to make those sort of voluntary systems happen.

I want to thank you very much for making these points. I think they're excellent.

Theresa, tell us about what happens here in the District.

STATEMENT OF R. THERESA MILES, ALUMNUS, YOUNG ADULT CONSERVATION CORPS, WASHINGTON, D.C.

Ms. **Miles**. Good afternoon. As a former member of the YACC camp at Rock Creek Park I feel that the Young Adult Conservation Corps is invaluable for teaching young people about preserving and restoring the environment. Believe me, at Rock Creek Park we did work hard, and we were disciplined. And I would have to commend the staff for always instilling in us to always reach the highest goals that we could reach and to perform our tasks to the best of our abilities.

Some of the skills that we learned at Rock Creek Park, the carpentry, scraping, painting, and also we participated in the restoration of the National Visitors Center, some of these skills I still use today at home, so it's invaluable as far as being able to use them in other activities as well.

It also provided an educational opportunity. It opened new insights and respect and gave me a new appreciation for the environment as well, and it also served as a cultural experience. These types of programs are necessary in order to continue to improve the quality of life for our public lands and in our communities.

YACC through the encouragement of the staff, allowed me to assess my future goals, long term or short term. From being a participant in the YACC program I decided to attend college where I am now presently a senior and majoring in consumer studies program at Howard University.

I was also able to become a clerical assistant at the National Youth Activities Headquarters located at the Department of the Interior where I learned to develop my clerical skills.

From these factors I can say that programs like this as well as the YCC program, allows young people to look toward the future in terms of developing skills and finding new career opportunities. So I hope that this bill is passed because of these reasons.

Thank you.

[The prepared statement of Ms. Miles follows:]

Summary of Testimony
R. Theresa Miles
Former Y.A.C.C. Enrollee
1308 " W" Street, N.E.
Washington, D.C. 20018
phone: 529 - 2169

Date: 9/22/82

It gives me great pleasure and a sense of pride to testify on behalf of the Young Adult Conservation Corps (Y.A.C.C.).

The Y.A.C.C. program served as an invaluable tool for teaching young adults the necessary and sometimes technical skills for preserving and restoring the total environment of our nation. For example, at Rock Creek Park Y.A.C.C. camp, I worked in the park doing carpentry, scrapping, painting, and cleaning the National Visitors Center. These are just a few of the skills that I still put to use today. Y.A.C.C. also educated and provided young adults with new insights, respect and a new appreciation for the environment, which is vital to continuing to improve the quality of life for our public lands.

Because of the rate of unemployment of our youth reimplementing this program would surely provide more jobs and future career opportunities.

The Y.A.C.C. staff always encouraged us to strive for excellence and to complete each task to the best of our abilities. The staff also encouraged us to set future goals because young adults are the builders of the future.

I can't help but mention what Y.A.C.C. has done for my personal life. I was able to work as a clerical assistant at the National Youth Activities headquarters at the Department of the Interior, where I learned to manage my time and clerical skills more effectively. I also decided to attend college where I am presently a senior majoring in Consumer Studies at Howard University.

Surely the Young Adult Conservation Corps is a worthwhile example of how a program like this can help young adults grow and develop in every way.

Senator **Melcher**. Was your experience a combination of physical work and clerical work?

Ms. **Miles**. Yes; I started in the park for 2 months and then I was transferred to the secretarial skills in the actual campsite in the trailer, and because of my interest in the program as well as the clerical skills I was able to be transferred to the national office and learn more in depth about the national youth programs.

Senator **Melcher**. Was this more than one summer?

Ms. **Miles**. It was from November 1978 to November 1979.

Senator **Melcher**. A complete year?

Ms. **Miles**. Yes.

Senator **Melcher**. It had quite an impact on your life.

Ms. **Miles**. It certainly did. It broadened my horizons tremendously, as well as my education.

Senator **Melcher**. You're a senior now?

Ms. **Miles**. Yes, I am.

Senator **Melcher**. Congratulations. I think that's very good testimony.

I've only heard the last two panels, but I'm glad I've had the opportunity to hear the last two panels. It approaches a wide variety of different activities. What comes through is, while there's a great variety of experiences, the experiences have been positive.

There was a survey that said 74 percent of the employed young people or adults thought it was very constructive and 84 percent of the supervisors said that. I can see why. Because it affects people differently. It's a rather remarkable positive finding for any program.

Thank you both very much.

That concludes the hearing. I want to thank all the witnesses and the subcommittee is adjourned.

[Whereupon, at 5:45 p.m., the subcommittee was adjourned.]

APPENDIX

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

1982 SEP 7 AM

AUDUBON NATURALIST SOCIETY
OF THE CENTRAL ATLANTIC STATES, INC.

Founded May 18, 1897

CONSERVATION
ENVIRONMENTAL EDUCATION
NATURAL SCIENCE STUDIES

September 3, 1982

The Honorable Malcolm Wallop
Chair, Subcommittee on Public Lands
and Reserved Waters
Senate Office Bldg
Washington, D.C. 20510

Dear Senator Wallop,

I am writing to ask your support for SB 2061, the American Conservation Corps bill.

The Audubon Naturalist Society, for whom I work, had the opportunity to learn first-hand about the predecessor of the American Conservation Corps when our Youth Conservation Corps proposal was funded through the Maryland Department of Natural Resources in the summer of 1981. The society was able to accomplish some long postponed objectives, the participants gained from the experience as productive employees, and our year-end evaluation of the work accomplished totalled more than the amounts contributed by the State of Maryland and the Audubon Naturalist Society combined.

The Audubon Naturalist Society supports legislation which trains our nation's youth in the field of conservation and benefits the nation's parks, forests, and preserves. The excellence established by the Youth Conservation Corps should be renewed by the passage of the American Conservation Corps bill.

Cordially,

Neal Fitzpatrick

Neal Fitzpatrick

NF:ksd

8940 Jones Mill Road • Chevy Chase, MD 20815 • Headquarters Telephone: 301-652-9188 center for community change

1982 OCT -5 AM 9:04

October 1, 1982

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Honorable Malcolm Wallop
Chairman
Subcommittee on Public Lands and
Reserved Water
204 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

The Center for Community Change, through its close relationship with hundreds of community based organizations across the nation, is keenly aware of, and deeply concerned about, the ravages of disastrously high unemployment among American young men and women, particularly those from minority communities.

The Conservation Corps measure represents a significant effort to help many of these youths, especially those from disadvantaged segments of the population who are suffering from a 50 percent unemployment rate. Through such a program, many young people will be able to learn the skills and attitudes so crucial to success in their worklife.

The nation as a whole would also benefit from the important conservation and recreation project which the bill supports, just as it gained so substantially from the Civilian Conservation Corps of the 1930's.

We hope you and your colleagues in the Senate will adopt the legislation and offer some hope and opportunity for a large number of young American men and women.

Sincerely,

Pablo Eisenberg

Pablo Eisenberg
President

PE/rlc

1000 WISCONSIN AVENUE, N.W., WASHINGTON, D. C. 20007 • 202/338-6310

NACCCA

NATIONAL ASSOCIATION OF CIVILIAN CONSERVATION CORPS ALUMNI
7900 SUDLEY ROAD, SUITE 413, MANASSAS, VIRGINIA 22110-2874
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Sacramento, Ca. 95841
Phone (916) 331-6472

9 September 82

Senator Malcolm Wallop, Chairman
Sub-Committee on Public Lands and Reserved Water
United States Senate
Washington, D. C. 20510

SUBJECT: S-2061

Dear Mr. Chairman:

Please make my following comments regarding subject proposed legislation available to members of the sub-committee and a part of your hearing proceedings.

My name is Bob Griffiths. I am honored and proud to be the Co-Founder, Past President and former Executive Director of the National Association of CCC Alumni, whose membership is made up of those who served in the original Civilian Conservation Corps from 1933 to 1942. Four and one-half million Americans served in "Roosevelt's Tree Army" during that period and about two million survive.

My CCC time was spent from 1935 to 1938 at Co. 1282, Camp S-68, Oxford, New York. My assignments: tree planting, company clerk and senior leader.

Following CCC service, I spent thirty years in federal service (defense establishment). My operational and staff assignments related to Air Base Management and Operations, planning, programming; procurement, supply and maintenance logistics; manpower management, management engineering and analysis and special projects. There was an interlude during World War II when I served in uniform as a cryptographer.

I can support S 2061, in principle, since it proposes to establish a long overdue and urgently needed PERMANENT NATIONAL CIVILIAN CONSERVATION CORPS (CCC-II). President Roosevelt said "the wastage and neglect of our natural resources plus the wastage and despair of our human resources, in this case our youth, created the need and idea for the CCC". 1982 is almost 1933 all over again. Our national resources are still being abused and diminishing fast --- energy crisis has grown to serious proportions --- national and state parks and forests are in urgent need of upgrading --- youth unemployment dangerously high --- drug problems and crime on the rise. These conditions are "people caused" and we feel they can be "people corrected". My grandson, in 1982, needs the same kind of helping hand from his country that I needed - and received - in 1935.

My specific comments and suggestions follow:

1. CCC-II should be organized and operated along the same independent lines as the first CCC (i.e. Director, Advisory Council and Ad Hoc Advisory Committees). The unique and effective organizational and operating structure of CCC-I was considered to be the keystone of its recognized outstanding success.

2. Although it will help reduce high youth unemployment and curtail related drug and crime problems (plus obvious savings in unemployment and welfare costs), please do not allow this program to be defined as an "unemployment", "relief", "welfare" or "hand-out" program. AMERICA WOULD STILL NEED THIS PROGRAM EVEN IF WE DIDN'T HAVE SEVERE UNEMPLOYMENT AND ECONOMIC PROBLEMS.

Let us open CCC-II to all able, willing and qualified American youths who wish to serve their country - a helping hand to those who wish to help themselves. But, not a dumping ground for the courts and law enforcement agencies or a home for those who take all they can from but give nothing in return to their country.

3. CCC-II should provide career service opportunities for those involved, with honorable CCC service carrying credit for transfer to other forms of national service - military or civilian.

4. Senior Americans (in particular, CCC-I vets) should be involved, actively, with CCC-II. They can serve as advisors, counsellors and teachers who would also provide inspiration, affection and guidance.

5. I am happy to note CCC-II projects would be similar to those of CCC-I. It is also gratifying to note CCC-II would also address itself to more recent problems such as rehabilitation of rail beds, ports and harbors and strip-mined areas and, of course, our severe energy problems.

6. May we also be mindful that CCC-II also will -

a. provide the President with a trained, flexible force for immediate and uncomplicated assignment in national emergencies such as floods, fires, earthquakes, tornadoes, hurricanes, etc. - as is currently being successfully practiced by the California CCC.

b. provide a laboratory for innovation and experimentation in such areas as forest and park management and alternate energy sources.

c. provide a career service that could also lead to more interest in voluntary military service. It would also provide a perfect vehicle if -

(1) our country adopts a National Service Act - a subject receiving increasing attention.

(2) we have to go to a "military draft" and Selective Service must provide a large scale "alternative service".

d. condition our youth, physically and mentally. Get them closer to nature. Teach them to live and work with each other. Provide a new outlook and appreciation for their country. Acquaint them with non-materialistic values. Our great general and statesman, George Marshall - himself, a CCC officer - stated "the physical and mental conditioning of our CCC men was one of the most important factors in our ability to meet the challenge of World War II.

7. In total agreement with Connie Wirth, a key figure in CCC-I and former Director of our National Park Service, I emphasize that CCC-II enrollees should be divided into WORK GROUPS of approximately 50 enrollees each, with a leader and assistant leader (and possible a senior advisor) for each group.

8. In the interests of economy and efficiency, I recommend that - wherever feasible and appropriate - logistical support, such as housing, feeding, clothing, transportation, medical, etc., be furnished to the CCC units by the Defense Department. The rapid, excellent and proven methods of the military system of logistical support were the benchmark of the success of CCC-I.

9. The CCC-II work units should be free of administrative and overhead responsibilities to a maximum degree so they can be extremely mobile and flexible and moved quickly to new project locations as required or emergency and disaster assignment.

10. Finally, as to costs. The cost per 100,000 CCC-II enrollees equates to approximately .06 percent of our yearly national defense budget. The maintenance of one CCC-II enrollee per year compares favorably with the maintenance of one military private for the same period. It is far less than the taxpayer cost of one incarcerated criminal for the same period.

11. Now, to a key factor in this entire proposal. A portion of the CCC-II enrollees must be assigned to the BIOMASS PROGRAM. This force can extract from the wastes of our national and state (and even private) forests - unlimited millions of gallons of wood alcohol (for conversion to gasahol) and millions of tons of wood chips for fuel - to alleviate our energy crisis. In addition to the drastic impact in solving our energy problems, the financial return will make CCC-II almost immediately partially self-supporting and, eventually, fully self-supporting. How many government projects offer this?

12. Also, we should not overlook the many intangible, non-financial benefits from CCC-II for decades to come as we are now beginning to recognize similar benefits from CCC-I.

I have no doubts that our proposal will produce significant and lasting national dividends. However, should you have some doubts, why not institute a service test program for a year or two?

Hundreds of thousands of CCC-I vets would - I am sure - be most happy to see implementation of CCC-II by the time we celebrate the 50th anniversary of CCC-I in 1983. What better tribute to those who served their country through CCC-I fifty years ago?

I welcome, appreciate and thank you for this opportunity to serve as a spokesman for the veterans of CCC-I.

Sincerely,

Robert L. Griffith
ROBERT L. GRIFFITH
Co-Founder/Past President

Raúl Yzaguirre
President

National Council of La Raza
1725 Eye Street, N.W.
Second Floor
Washington, D.C. 20006
(202) 293-4680

1982 SEP 27 AM 10 57

September 22, 1982

The Honorable Malcolm Wallop
Chairman
Subcommittee on Public Lands
and Reserved Water
United States Senate
204 Russel Senate Office Building
Washington, D.C. 20510

Dear Senator Wallop:

On behalf of the National Council of La Raza (NCLR), one of the major national organizations representing the Hispanic community in the United States, I am writing to advise you of NCLR's support for S. 2061, the American Conservation Corps Act of 1982. As your Committee conducts hearings on this bill today, we request that these comments be submitted for the record.

As you know, the House has passed similar legislation by a strong margin of support, and S. 2061 is now receiving significant bi-partisan backing in the Senate. We urge that you support this legislation, which we believe addresses two major, reflected needs. First, this bill would provide 100,000 employment and training opportunities for young people, especially disadvantaged youth who are currently experiencing high levels of unemployment. Secondly, the youth would be engaged in activities which would greatly enhance conservation efforts and maintain park and recreational areas, urban and rural.

NCLR supports this legislation as a step towards stimulating a positive response to deteriorating conditions in the American economic, social, and natural order. The American Conservation Corps would establish needed cost-effective conservation work experience for youths who presently have no opportunity to improve their status in our nation's labor force. This is of critical importance since our nation's youth are presently experiencing an unemployment rate of 16 percent, with Hispanics and other minority youth unemployment levels ranging from 20 to above 70 percent in some areas. The social and human costs of this enforced idleness are unacceptable both economically and morally, and we support the American Conservation Corps as a means of tapping these human resources to benefit the participating youth, their communities, and the nation as a whole.

NCLR testified on the American Conservation Corps before the Public Lands and National Parks Subcommittee of the Interior and Insular Affairs Committee in the House. At that time we indicated that we would enthusiastically support a bill which (1) is strongly targeted towards disadvantaged youth;

(2) makes effective and extensive use of community-based organizations to recruit youth for the program, and to insure the participation of low-income, minority, and other disadvantaged youth; (3) includes a strong community and urban component as well as work opportunities in rural public lands such as national parks; and (4) includes a specific focus on assuring that the work experience provides valuable and transferable skills to prepare the participation for unsubsidized employment.

As a national Hispanic organization, NCLR recognizes and supports conservation activities which protect our public lands and improve urban and rural recreational facilities. However, our greatest concern is the need for effective work experience and employment opportunities for the hundreds of thousands of Hispanic youth who are currently out of school and out of work. We support S. 2061 and urge that it be reported favorably to the full Senate for action.

Sincerely,

Raul Yzaguirre
President

RY/lmr

National Trust for Historic Preservation

1785 MASSACHUSETTS AVENUE, N.W. WASHINGTON, D.C. 20036 (202) 673-4000

September 20, 1982

Honorable Malcolm Wallop, Chairman
Subcommittee on Public Lands and Reserved Water
Committee on Energy and Natural Resources

Members of the Subcommittee

United States Senate
Washington, D.C. 20510

Dear Mr. Chairman and Members of the Subcommittee:

I am writing to express the support of the National Trust for Historic Preservation for S. 2061, The Public Lands Conservation, Rehabilitation, and Improvement Act of 1981. We believe that this legislation would make a significant contribution to preserving our nation's irreplaceable natural and cultural resources.

We are particularly gratified that among the projects eligible for support under the legislation is "historical and cultural site preservation and maintenance." Such projects will not only benefit the nation by preserving historic resources but will also give program participants a greater appreciation for their heritage.

We are also pleased that the legislation would authorize the funding of projects outside of federal lands where such projects would yield significant public benefits. The many buildings, sites and districts listed, or eligible for listing, in the National Register of Historic Places should benefit from this provision because the benefits of their maintenance and improvement most often enhance their communities and the nation as a whole.

In an era of diminishing public resources, it is encouraging that this legislation recognizes the preservation of our natural and cultural heritage as a continuing priority. There can be no better use made of the underutilized energy and talents of our nation's youth than the maintenance of our nation's heritage.

Sincerely,

Michael L. Ainslie
President

STATE OF NEW YORK
DEPARTMENT OF
ENVIRONMENTAL CONSERVATION
ALBANY, NEW YORK 12233

ROBERT F. FLACKE
COMMISSIONER

1982 OCT 12 AM 9 09

OCT 6 1982

Dear Senator Wallop:

As Commissioner of Environmental Conservation in New York State, I have seen first-hand the contribution young people can make in the conservation and enhancement of our natural resources. Not only do conservation corps members provide an important community service in the reduction of the backlog of needed conservation work on public lands, they also have the opportunity to work together with young people from a variety of social, ethnic, economic and cultural backgrounds. The work they accomplish is real and has lasting benefits to the people of the State.

I am submitting a statement to the Public Lands and Reserved Water Subcommittee Hearing on September 22 in support of S.2061, a bill to create an American Conservation Corps. I have attached a copy of this statement for your review.

I urge you to vote in favor of this important legislation. An American Conservation Corps will benefit two of our greatest resources: our youth and our environment.

Sincerely,

Robert F. Flacke

Robert F. Flacke

Enclosure

The Honorable Malcolm Wallop
United States Senate
Senate Office Building
Washington, D.C. 20510

SUBCOMMITTEE ON PUBLIC LANDS AND RESERVED WATER
COMMITTEE ON ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

HEARING ON S.2061

A STATEMENT BY

ROBERT F. FLACKE
COMMISSIONER OF ENVIRONMENTAL CONSERVATION
NEW YORK STATE

SEPTEMBER 22, 1982

Dear Mr. Chairman:

I am pleased to have the opportunity to make a statement in support of the American Conservation Corps Act.

With the elimination of the federally funded Youth Conservation Corps and Young Adult Conservation Corps in 1982, New York State has lost the ability to hire almost 2,500 young people. Without these energetic workers, the State of New York and the local communities which administer these programs have lost the opportunity to provide teenagers a chance to do real and needed work in the conservation of our natural resources. We have lost the opportunity to teach young people about ecology, natural resources and environmental quality issues. And, sadly, we have lost the opportunity to let youngsters from all races and backgrounds discover what it's like to work and learn together while providing an important community service. The creation of an American Conservation Corps would give national recognition to the importance of conserving and enhancing our environment, while at the same time provide desperately needed jobs for the teenage and young adult population. New York State Department of Environmental Conservation has been actively involved in youth conservation programs, primarily as a grantee of the federal government for the YCC and also as a subgrantee of the State Office of Parks, Recreation and Historical Preservation for the YACC. A brief look at just the Youth Conservation Corps program as it existed in New York State from 1974 to 1981 will help show you why we strongly support this bill.

As a grantee of the Departments of Interior and Agriculture, the New York State Department of Environmental Conservation started its YCC program in 1974 with a federal grant of $240,000. In the years that followed, the statewide popularity and recognition of the program increased the demand for local projects. For the past four program years, close to two million dollars annually was received from the federal government for the YCC, the highest amount paid to any state.

The DEC contracted with various subgrantees to run the local YCC programs. Subgrantees included youth bureaus, not-for-profit organizations, soil and water conservation districts, municipal governments, school systems, and other state agencies. Teenagers without a YCC project located within commuting distance from their homes were still able to participate because of the four residential programs around the state. For the last three program years, the number of individual YCC programs run by subgrantees and the DEC ranged from 52 to 56. Approximately twenty projects were conducted in urban areas, including New York City, Albany, Buffalo, Utica and Syracuse. Over 43% of the youths involved with YCC in 1981 were from cities with a population greater than 50,000.

The program attracted between 17,000 and 23,000 applicants yearly from all segments of the State's population of teenagers. While jobs have been limited (1,504 in 1981), the random selection of enrollees assured a representative mix of youths from all social, ethnic, racial and economic backgrounds. All programs were 50% male and 50% female and generally reflected the demographic makeup of their local communities. Twenty-nine percent of New York's enrollees in 1981 were minorities. Almost two-thirds of the youngsters in the programs were fifteen or sixteen years old, and over half of the YCCers came from families with annual incomes of less than $15,000.

New York is proud of the quality and quantity of the work accomplished by the YCC. For every Federal dollar invested in the program, New York enrollees produced an average of $1.87 worth of work. This meant the State received over $3.3 million of needed conservation work on public lands.

Work projects and accomplishments have been as varied as the State's environs. Nature trails were maintained and enhanced by almost every project in the State; from the Adirondack Wilderness to Alley Pond Environmental Education Center in Queens, New York City. Public parks were developed and improved by YCC enrollees in suburban, urban and rural projects, with picnic tables and bridges built, observation towers constructed and areas cleared of litter and trash. Trails for the handicapped were built at High Rock Environmental Education Center on Staten Island and Tackapausha Preserve in Nassau County, Long Island. Enrollees were involved with stream improvement in some of the more rural counties in the northern and western parts of the State, as well as the Bronx River in New York City. The YCCers cleared debris from lakes and ponds in city and town parks and provided fishermen with more pleasant angling opportunities. Wildlife benefited from habitat improvement projects, and enrollees learned about forest ecology through timber stand improvement projects. Concepts and practices of conservation and ecology were experienced by all enrollees, with only the examples differing between the city and the country.

Our experience with the Youth Conservation Corps has shown that there is strong local support for programs involving young people to maintain and enhance the public's natural resources. The development of the young people's appreciation and awareness of our natural environment and cultural heritage through an integrated environmental awareness/work program is often cited as a reason for the continued success of the YCC. Many schools statewide give academic credit for participating in the YCC, thus acknowledging the contribution of the program to a student's educational development.

Young Adult Conservation Corps crews working on lands managed by the Department of Environmental Conservation provided major rehabilitation of hiking and cross-country skiing trails within the six million acre Adirondack State Park. Log lean-tos along the trails were built and repaired, and campsites were improved with the addition of fireplaces, picnic tables and bear-proof food storage lockers, all built and placed by the YACC. The Corps members assisted the State University of New York in a comprehensive census of white-tailed deer, and planted thousands of pine trees in reforestation projects. This work could not have been done without the involvement of the YACC.

Based upon our experiences with the Youth Conservation Corps and the Young Adult Conservation Corps, we in the New York State Department of Environmental Conservation urge the Senate to take the lead in providing the youth of America with the opportunity to conserve and enhance the public's lands and waters by enacting S. 2061, the American Conservation Corps Act.

We will be happy to respond to any questions or comments from the Committee members.

Robert F. Flacke, Commissioner
New York State Department of Environmental Conservation
50 Wolf Road
Albany, New York 12233

THE NEW YORK CHAPTER – THE WILDLIFE SOCIETY
College of Environmental Science and Forestry
SUNY, Syracuse, New York 13210

1982 SEP 28 AM 8 55

September 20, 1982

The Honorable Malcomm Wallop
United States Senate
Senate Office Building
Washington, DC 20510

Dear Senator Wallop:

The New York State Chapter of The Wildlife Society represents professional wildlife biologists in New York State. The Chapter would like to place on record its support of S.2061, a bill to create an American Conservation Corps. The program would employ jobless young men and women aged 15 to 25 at minimum wage in conservation projects on public lands. Funds for the program will come from fees collected by the Departments of Interior and Agriculture for oil and gas exploration and development, mining, timber clearing and other activities on federal lands.

The Chapter supports the American Conservation Corps based upon the proven successes of the Youth Conservation Corps (YCC) and Young Adult Conservation Corps (YACC) programs in New York State. These programs were able to complete labor-intensive conservation projects such as wildlife habitat improvement, timber stand improvement, white-tailed deer population census, and nature trail maintenance. Both the YCC and YACC consistantly proved to be an extremely cost-effective way to help reduce the backlog of needed conservation work on public lands.

Aside from the visible benefits of improved public resources, these programs exposed the teenagers and young adults to the theories, concepts and practices of natural resource management. They saw first hand the application of conservation techniques and became aware of the ecological principles and political considerations used in determining these practices. This experience has helped prepare the Corpsmembers for their future role as stewards of the public lands, waters and wildlife.

For many enrollees, YCC and YACC have provided them with their first work experience. They have learned how to work as a team with people of different social, ethnic, racial and cultural backgrounds. While working and learning in an outdoor setting, the young people have provided an important service to their local community.

The creation of an American Conservation Corps would give national recognition to the importance of conserving and enhancing our environment, while at the same time provide desperately needed jobs for the teenage and young adult population. The Chapter therefore urges you to support S.2061.

Sincerely,

Robert E Chambers

Robert E. Chambers
President, New York Chapter

420 WEST MADISON • ELMHURST, ILLINOIS 60126 • (312) 530-5400

NORTHEAST
DUPAGE SPECIAL
RECREATION
ASSOCIATION

LAWRENCE S. REINER
Executive Director

SERVING THE SPECIAL
RECREATION NEEDS OF:
Addison
Bensenville
Carol Stream
Elmhurst
Glendale Heights
Itasca
Lombard
Medinah
Oakbrook Terrace
Roselle
Villa Park
Wood Dale
York Center

September 16, 1982

Hon. Malcolm Wallop, Chair
Sub-Committee on Public Lands and Reserved Water
Committee on Energy and Natural Resources
United States Senate
Washington, DC 20510

RE: H.R. 4861
S.B. 2061

Dear Senator Wallop,

On Wednesday, September 22nd, the Sub-Committee on Public Lands and Reserved Water will hear testimony on S.B. 2061 (H.R. 4861) regarding the establishment of the American Conservation Corps. As we cannot be in Washington, we would appreciate your entering the following in to the testimony on the Bill.

The Northeast DuPage Special Recreation Association provides community-based Therapeutic Recreation programs for the handicapped and disabled residents of thirteen communities in DuPage County, Illinois. Our area of service covers a population of over 250,000. We are a local municipal organization formed by the member communities' adoption of a cooperative agreement to provide these special services.

During the summers of 1979, 1980, and 1981, our agency operated United States Youth Conservation Corps crews in our suburban area. We are the first Special Recreation Association to make use of this program. Our YCC crews performed projects and tasks which were geared towards making community parks and recreation facilities accessible to the handicapped. Both renovation and new construction were employed.

Community reaction to our pursuit of greater accessibility through this means has been overwhelmingly positive. Yet, in spite of three summers of hard work and dedication, much remains to be done so that handicapped people have equal opportunity to reap the benefits of constructively applied leisure time. They will be able to do so only if they can get to, and into, the park and recreation facilities in our area.

We are encouraged that the United State House of Representatives has recognized the need for continuing programs similar to YCC and YACC that have brought great improvement to every state's public areas. The House's recent passage of H.R. 4861 demonstrates the need for this type of program to be available to the states and local govenments. Naturally, increased accessibility is only one of many good purposes to which funding under this Act can be put.

Therefore, the Northeast DuPage Special Recreation Association urges the Sub-Committee to act favorably on this program. There is a definite need for the work that would be accomplished and the jobs that would be created through its passage. The Sub-Committee's recommendation on the Act will be crucial to its success. Both the handicapped people we represent and the general public at large stand to benefit a great deal.

Sincerely,

Lawrence S. Reiner

Lawrence S. Reiner
Executive Director

lmm

PC: NEDSRA Board Members

ALLAN W. ROSSEL
52 Valley Road, Port Washington, N. Y. 11050
516-883-7121

1982 SEP 13 PM 12:04

September 9, 1982

Senator Malcolm Wallop
Chairman, Subcommittee on Public
Lands and Reserved Water
U. S. Senate
Washington, D. C. 20510

Dear Senator Wallop:

Mr. Chairman and Honorable Members of the Committee --

My name is Allan W. Rossel, from Port Washington, N. Y., first nationally elected president of the National Association of Civilian Conservation Corps Alumni, located in Falls Church, Virginia. Our organization wholeheartedly endorses S 2061, titled "American Conservation Corps."

As a member of the original Civilian Conservation Corps -- which was the most successful program ever organized by any country in the world, whereby 3 million men performed outstanding accomplishments for and with our nation's resources -- I believe the time has come to reactivate a program which is a proven one.

The young people of today should be given the same opportunity that we had during the years of 1933 to 1942.

Having served in the first three years of the CCC's, I can tell you from personal experience in organizing camps in the 4th and 9th Corps Areas that young people, after two to three months in an outdoor environment and a regular work routine on worthwhile projects, change their whole outlook on life and take pride in themselves and their work.

Our country's resources need a national Civilian Conservation Corps to conserve and protect them. Our young people deserve a chance to be offered employment, to establish themselves, and also thereby perform a service for their country and be able to say with pride that they worked in a department of Government that not only provided employment, restored the country's resources, but also returned revenue to the Government.

Sincerely,

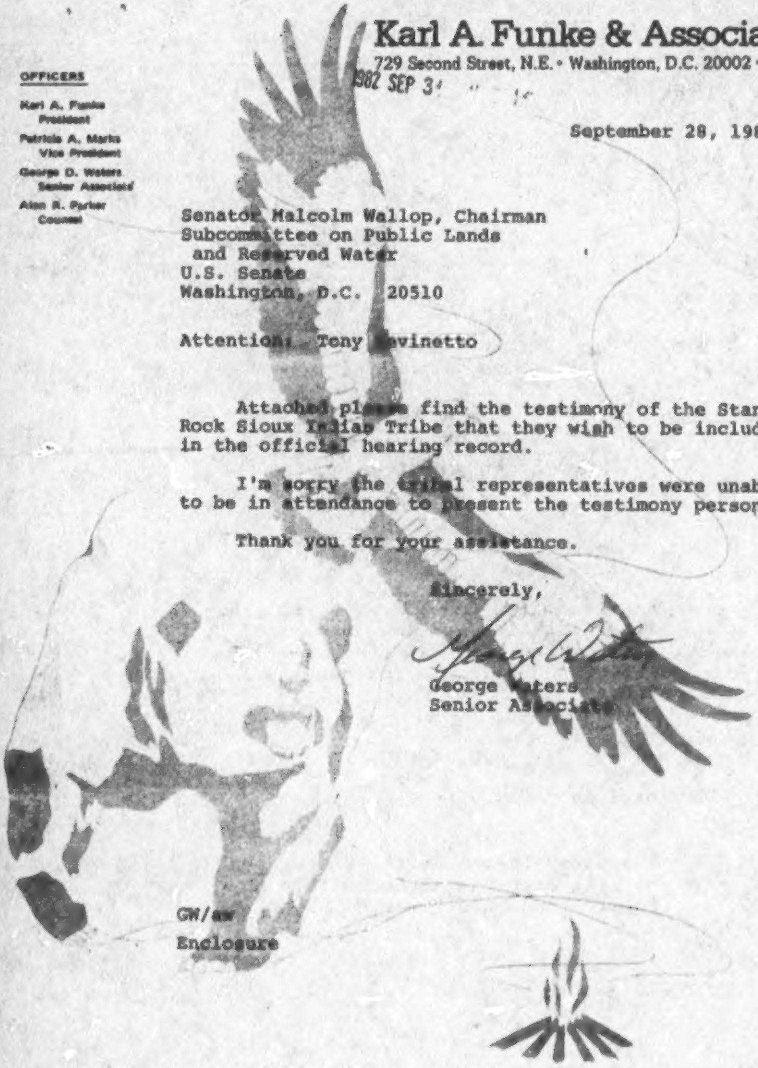
Allan W. Rossel, Past President
National Association of CCC Alumni

AWR:r

cc: All members of Subcommittee on
Public Lands and Reserved Water

Karl A. Funke & Associates, Inc.
729 Second Street, N.E. • Washington, D.C. 20002 • (202) 544-4166

OFFICERS
Karl A. Funke
President
Patricia A. Marks
Vice President
George D. Waters
Senior Associate
Alan R. Parker
Counsel



1982 SEP 3

September 28, 1982

Senator Malcolm Wallop, Chairman
Subcommittee on Public Lands
and Reserved Water
U.S. Senate
Washington, D.C. 20510

Attention: Tony Bevinetto

Attached please find the testimony of the Standing Rock Sioux Indian Tribe that they wish to be included in the official hearing record.

I'm sorry the tribal representatives were unable to be in attendance to present the testimony personally.

Thank you for your assistance.

Sincerely,

George Waters

George Waters
Senior Associate

GW/aw

Enclosure

Pat McLaughlin
Chairman

HOME - (605) 823-4876
Wakpala, SD 57658

TRIBAL OFFICE - (701) 854-7231
Fort Yates, ND 58538

TESTIMONY
OF THE
STANDING ROCK SIOUX INDIAN TRIBE
OF
NORTH AND SOUTH DAKOTA

ON

S. 2061

Providing for the conservation, rehabilitation and improvement of natural and cultural resources located on Public and Indian Lands and,

H.R. 4861

The American Conservation Corps Act of 1982

Presented to the Senate Energy and Natural Resources Subcommittee on Public Lands and Reserved Water.

September 22, 1982

Mr. Chairman, distinguished Committee Members and staff, the Standing Rock Sioux Indian Tribe of North and South Dakota is pleased to have an opportunity to present our views on these two important pieces of legislation.

The Standing Rock Sioux Reservation is located in southern central North Dakota and northern central South Dakota on over 2 million total acres of land of which approximately 800,000 acres are in tribal or allotted status. We have approximately 9,000 Indian people living on or near the reservation. At present our tribal unemployment rate is over 85% with youth unemployment being over 90%. We would relish reaching an unemployment rate of 10%, a figure this country as a whole is trying to avoid. We have virtually no industry on the reservation.

Perhaps it is an understatement to indicate that the Standing Rock Sioux Tribe supports this legislation. We are desperate for any jobs creating program that the federal government (or private industry if we had any) can come up with. We also have a significant amount of land that is in need of rehabilitation. We are fearful that our young adults will simply give up on life. The best way to indicate why the Tribe supports the legislation is possibly to describe how we used the YACC program that existed in the past.

The Young Adult Conservation Corps worked extremely well on our reservation. We used the Chief Gall Inn in Mobridge, South Dakota as a residential camp. We had about 120 young adults who participated in our program. Each group would participate for one year after which we would bring in a new group. Mobridge is a small town just outside the boundaries of our reservation. At first the officials in the town government were not very enthused about our camp. Possibly the greatest testimonial to the worthiness of our program was that when the Administration proposed to dismantle the YACC program the town officials of Mobridge were out front leading ths charge against the proposed elimination and lobbying for the continuation of the Standing Rock Sioux YACC program.

One of our projects including the total renovation and landscaping of the Mobridge City Park. In this typical example of how we worked the city of Mobridge paid for and supplied the materials necessary for the job and we provided the work crews and leadership necessary to get the job done. It was a joint effort between local government, an Indian YACC team and the federal government.

We also worked on a state park outside of Eureka, South Dakota where our renovation included the planting of hundreds of trees and putting up of fencing to protect the young saplings from being destroyed by wildlife.

We also did a significant amount of work with South Dakota Fish and Game Commission. We built outdoor wild game feeders that are necessary because the severity of the winters in the Dakotas is such, that many animals need help from man for nourishment. The feeders that we built were used all across the state.

We also worked with the Army Corps of Engineers in North and South Dakota by planting trees and wildlife belts along the Oahe Reservoir. These trees have the combined purpose of serving as a shelter or belt preventing excessive snow drift onto the access roads running alongside the reservoir. The trees have helped control the spring runoffs we would get that would wash out the roads. The fruit trees have attracted the wildlife to return as has the rejuvenation of our once great timber stands that were decimated by the flooding resultant from the building of Oahe Dam. You should know that the Standing Rock Sioux Tribe lost its best and most fertile bottom lands due to the creation of this reservoir.

We also worked with the Soil Conservation Service of North Dakota on problems we were having on our reservation with erosion of rangelands. Thousands of trees were planted on our reservation.

We at the Standing Rock Sioux Reservation were very proud of our YACC program accomplishments.

Our YACC participants got paid the minimum wage and worked 40 hour weeks. We sent in daily time sheets on our youth which guaranteed excellent attendance. By participating in this program many of our young adults were holding down - full time job for the first time in their lives. We ran a tight ship. The youth showed up to work at 8:00 a.m. and learned a lot about being responsible and about developing a work ethic.

Not only did our youth learn about responsibility and the many aspects of conservation and rehabilitation of lands but we required them to have a high school degree to be eligible for the program or to take GED classes at night to obtain their high school equivalency degree. We also had instructors from the Standing Rock Community College who would teach higher education classes at night to any student already possessing a high school degree who wanted to advance beyond that level. As a direct result of this many of our participants went on to colleges, universities or two year community colleges and have since received higher education degrees.

We were told by the Interior Department that ours was one of the best YACC programs in the United States.

With the demise of this program teenage and young adult alcoholism is up, suicide is up, our unemployment rates in this age group have risen and we can see many of our youths have little purpose in life.

It really was a mistake to discontinue what was obviously a very successful and cost effective program.

The Administration, in its objections to the bill have stated that they do not feel the need to continue this program..."because they are not targeted to serve disadvantaged youth most in need of Federal assistance". We would like to know of any group of young adults more disadvantaged than our youth who were well served by the YACC and YCC programs.

The Administration also indicates that there is no need for this bill because conservation work in national forests will continue under the Jobs Corps (Title IV of CETA). The Administration says this is aimed at unemployed, disadvantaged youth. We question how many Indians have been able to participate in this program. We are not aware of any. The Administration also says the Senior Community Service Employment Program will provide for employment to the elderly working for the Forest Service. Again we are not aware of any Indians being eligible for this.

By eliminating the PSE sections of the CETA program, the Administration and the Congress caused Indian tribes to lose over half of the CETA funding they were receiving in 1981. The results of this have been devastating. Tribal governments utilized CETA employees to fill key positions without which many tribes have lost the infrastructure necessary to function adequately. Congressional staffs with jurisdiction over these programs have since admitted that they had no idea the gutting of PSE would have such an effect on tribes.

While the PSE program and the work envisioned under H.R. 4861 and S. 2061 are very different we find it noteworthy that the Administrations position has continued to be one of blind indifference to the jobs that are so necessary in areas of high unemployment.

We urge the Committee to expeditiously move S. 2061 to the floor of the Senate and get the bill enacted into law during the 97th Congress.

We think it would be wise to include a provision in the bill that would allow for inter-agency joint funding of projects on Indian reservations. Under the leadership of the Administration for Native Americans (ANA) at HHS some innovative joint agency projects have been undertaken over the course of the past few years. This legislation should encourage and statutorily allow for the continuation of this practice.

Finally, we would urge the Committee not to reduce the authorization levels contained in the bill. If fully appropriated at the present authorization levels the bill would only provide $2.5 million for Indian tribes in FY '83 and $12.5 million for tribes in fiscal years 1984-1989. These figures really need to be increased but if they are decreased the bill will not contain sufficient funds to do the necessary job in Indian Country.

Thank you for this opportunity to present our views.

Please enact this legislation.

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